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# FIRST REPORT

OF THE

## UNEMPLOYMENT INSURANCE COMMISSION

FOR THE FISCAL YEAR ENDING MARCH 31, 1942

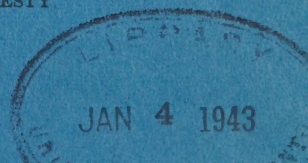
1941/42



PRESENTED TO PARLIAMENT BY COMMAND

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1942

Price, 10 cents









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1942  
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CANADA

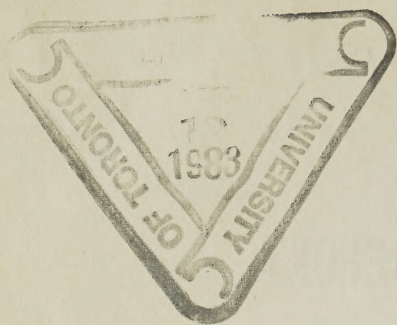
**FIRST REPORT**  
  
OF THE  
  
**UNEMPLOYMENT INSURANCE COMMISSION**

—  
**FOR THE FISCAL YEAR ENDING MARCH 31, 1942**  
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**PRESENTED TO PARLIAMENT BY COMMAND**

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1942



*To His Excellency Major-General the Right Honourable the Earl of Athlone, K.G.,  
P.C., G.C.B., G.C.M.G., G.C.V.O., D.S.O., A.D.C., Governor General and  
Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Unemployment Insurance Commission for the fiscal year ending March 31, 1942, all of which is respectfully submitted.

HUMPHREY MITCHELL,  
*Minister of Labour.*



To the HON. HUMPHREY MITCHELL,  
MINISTER OF LABOUR,

SIR,—We have the honour to submit herewith for the information of Parliament the first annual report of the activities of the Unemployment Insurance Commission covering the period from April 1, 1941, to March 31, 1942, except where otherwise indicated.

The report is prepared in compliance with Section 94 of the Unemployment Insurance Act.

Respectfully submitted,

LOUIS J. TROTTIER,  
*Chief Commissioner.*

ROBERT J. TALLON,  
*Commissioner.*

ALLAN M. MITCHELL,  
*Commissioner.*

July 30, 1942.





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# UNEMPLOYMENT INSURANCE COMMISSION

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## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1942

Presented to Parliament Pursuant to the Provisions of the Unemployment  
Insurance Act, 1940

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### PART I—INTRODUCTION

Unemployment insurance was under consideration in Canada for a period of more than twenty years.

The Royal Commission on Industrial Relations in 1919 and the National Industrial Conference in the autumn of the same year, both urged enquiry into state insurance against unemployment. A standing committee of the House of Commons on "Industrial and International Relations" in 1928 and a similar committee in 1929, endorsed the principle of unemployment insurance in Canada based on compulsory contributions from the state, employers and employees. Their reports were adopted by the House of Commons.

The Employment and Social Insurance Act which was unanimously passed by Parliament in 1935 created an unemployment insurance plan modelled after British legislation. This Act was, however, declared *ultra vires* by the Supreme Court of Canada and subsequently by the Judicial Committee of the Privy Council in England. According to the interpretation of the British North America Act, the Dominion Government did not have the legal power to enact such legislation.

The National Employment Commission, 1936-7, and the Commission on Dominion-Provincial Relations, 1937-40, recommended that Canada should establish compulsory unemployment insurance on a national basis.

In 1937, the Prime Minister of the Dominion Government wrote to the Premiers of the provinces to inquire whether their governments would be agreeable to an amendment to the British North America Act, empowering the Federal Parliament to enact unemployment insurance legislation. By June, 1940, the nine provinces had approved of the proposal and soon after, at the request of the Canadian Parliament, the British Parliament passed the necessary amendment.

With Dominion-wide agreement achieved, and with constitutional difficulties removed, an Unemployment Insurance Bill was introduced in the House of Commons. A standing committee of the House spent considerable time studying the details of the proposed legislation. The Bill received the endorsement of all parties in the House of Commons and Senate and became law on August 7, 1940.

The introduction of unemployment insurance at this time is particularly opportune. Employment is at the highest level in Canada's history and as long as these conditions continue, demands for benefit will be small. This busy condition of the labour market provides an opportunity for the Unemployment Insurance Fund to build up reserves for the future. The reserves of the Unemployment Insurance Fund are available for investment in Dominion Government

Bonds and are thereby assisting the Canadian Government in the financing of the war. At the same time, the large reserves accumulating now will be an important factor for stabilization in the post-war period.

The employment placement service provided through the Employment and Claims Offices of the Commission has been and will continue to be an important means of placing thousands of workers in jobs with a minimum of delay—a function which is of prime importance to our war effort. Just as an effective employment service is of assistance in making adjustments to the frequent changes in our wartime economy, so will it be an important agency for re-adjustment after the war.

The organization established by the Unemployment Insurance Commission has provided the necessary machinery for a national registration which will furnish an inventory of the labour resources of a large portion of Canadian wage-earners. This information is being utilized for Canada's National Selective Service program.

## PART II—ADMINISTRATION

### THE COMMISSION

The Unemployment Insurance Act authorizes an Unemployment Insurance Commission to set up and administer a co-ordinated program of unemployment insurance and employment service. The Unemployment Insurance Commission consists of a Chief Commissioner, one Commissioner appointed after consultation with organizations representative of employees, and one Commissioner appointed after consultation with organizations representative of employers.

On September 24, 1940, Dr. Joseph Sirois was appointed Chief Commissioner, Robert J. Tallon as the Commissioner representing employees, and Allan M. Mitchell as the Commissioner representing employers. Unfortunately, Dr. Sirois became seriously ill in December, 1940, and died at Quebec on January 17, 1941.

During the illness and following the death of the late Dr. Joseph Sirois, Arthur MacNamara, Associate Deputy Minister of Labour, carried on as Acting Chief Commissioner. Mr. MacNamara and his associates, Mr. Tallon and Mr. Mitchell, together with their staff, carried out the task of organizing the employment service and unemployment insurance plan. On March 16, 1942, Mr. Louis J. Trottier was appointed to succeed the late Dr. Joseph Sirois, which enabled Mr. MacNamara to give full time to his duties as Associate Deputy Minister of Labour.

### CO-OPERATION WITH OTHER GOVERNMENT AGENCIES

While the Unemployment Insurance Commission is charged with the responsibility of administering the provisions of the Unemployment Insurance Act, several departments of the Government co-operate with the Commission in carrying out certain aspects of that administration. The Finance Department through a Treasury Branch acts as a service agency in financial matters. Auditing is conducted under the Consolidated Revenue and Audit Act, 1931, by representatives of the Auditor General's Office.

The acquisition of premises for offices and any necessary alterations to the offices are arranged through the Department of Public Works. Office furniture is also purchased through that Department while office equipment is bought through the Department of Public Printing and Stationery.

The Civil Service Commission has set up the staff establishment for the organization of the Unemployment Insurance Commission and is responsible for the selection of personnel.



Responsibilities connected with contributions, such as the sale of unemployment insurance stamps and meter impressions, are assumed by the Post Office Department on a commission basis. The Dominion Bureau of Statistics has undertaken the task of preparing the statistical records on certain phases of unemployment insurance. The Justice Department of the Government is consulted on legal questions and takes legal action on behalf of the Commission when necessary.

#### ADMINISTRATIVE ORGANIZATION

The fiscal year 1941-2 has been what might be called the "organization stage". The Commission has established a nation-wide organization through which unemployment insurance and employment service operations have been put into effect.

In charge of general administration and responsible to the Commission is the Executive Director. Assisting him are the Chief Insurance Officer and the Chief Employment Officer.

The functions of the Head Office of the Commission, which is situated in Ottawa, are the formulation of policy, drafting of procedures, general inspection and direction of all operations including the payment of contributions, adjudication of claims for benefit and employment service activities. The Head Office has three main divisions—administration, insurance and employment service.

The Administration Branch provides the means whereby the work of the organization may be carried on. In conjunction with the Treasury Board and the Civil Service Commission, it recruits the necessary staff; and in consultation with the other branches of the Unemployment Insurance Commission, formulates rulings and procedure on general administrative activities.

The Insurance Branch is in charge of the Chief Insurance Officer who advises the Executive Director on Insurance matters and recommends to him rulings and regulations for insurance procedure, including the procedure for the collection of revenue and the payment of benefit. A staff of Inspectors is maintained at various centres across Canada for the purpose of ascertaining whether employers are making the proper contributions in respect of insurable employees and are complying with other provisions of the Act.

The Employment Branch is in charge of the Chief Employment Officer who advises the Executive Director on employment service administration. The Branch is concerned with registration of applications and vacancies for employment, placements and the transfer of labour, and is responsible for the inspection of Employment and Claims Offices. During the initial organization stage, the Employment Branch in co-operation with the Department of Public Works made provision for the requisite premises and their maintenance.

Canada is divided into five administrative areas known as the Maritime, Quebec, Ontario, Prairie and Pacific Regions, with Regional Offices at Moncton, Montreal, Toronto, Winnipeg, and Vancouver. Each Regional Office is in charge of a Regional Superintendent who is responsible to the Executive Director at Head Office. The Regional Offices have responsibility for the general direction, inspection and immediate supervision of the local Employment and Claims Offices in their respective areas. Also, they are the Insurance Offices where claims for benefit are adjudicated and benefit cheques prepared.

In the Ontario and Prairie Regions, there are District Offices at London, North Bay, Saskatoon and Edmonton which perform similar functions to the Regional Offices in the adjudication and payment of unemployment insurance claims.

Over one hundred Employment and Claims Offices have been established in the larger centres across Canada. (Appendix I). These Offices assist employers to obtain suitable workers and help workers, whether insured or not, to find

suitable employment. It is at the Employment and Claims Offices that insured workers register for work and file their claims for benefit when they become unemployed. The claims for benefit received at Local Offices are forwarded to the Insurance Office of the district or region for adjudication. Benefit cheques issued at the Insurance Offices are sent to the Local Offices for delivery to eligible claimants.

The Finance Department of the Government has established with the Commission a Treasury Branch in charge of the Chief Treasury Officer. Offices of the Treasury Branch are located at Head Office and at each of the five Regional and four District Offices. Regional and District Treasury Offices issue insurance refund and benefit cheques, while the Treasury Office at the Commission's headquarters in Ottawa is responsible for administrative expenses, general financial matters connected with the Unemployment Insurance Fund and the supervision of the Regional and District Treasury Offices.

The Auditor General has representatives at key points to carry out audit duties.

The machinery for references and appeals includes Courts of Referees and an Umpire. A Court of Referees consists of a Chairman, one or more members chosen from an employers' panel, with an equal number of members chosen from an employees' panel. The members of panels for Courts of Referees were selected by the Commission from nominations of persons submitted by employer and employee organizations. These employer and employee panels were established in thirty centres across Canada. When a Court of Referees is called, panel members are chosen, as far as is practicable in rotation, to serve on the Court. Eighteen persons were appointed by the Governor in Council as Chairmen of Courts of Referees.

The Honourable Justice Lucien Cannon of the Superior Court of the Province of Quebec was appointed to act as Umpire under the Unemployment Insurance Act, on December 31, 1940. The Umpire is the final court of appeal in determining claims for insurance benefit and questions arising under the Act.

#### PERSONNEL

The personnel of the staff of the Unemployment Insurance Commission has been selected by the Civil Service Commission. The various positions in the organization were advertised and qualified applicants were required to pass Civil Service examinations.

On March 31, 1942, there were 1,570 persons on the staff of the Commission. This staff was distributed as follows: Head Office staff, 147; Insurance Inspection staff, 188; Regional and District Office staffs, 251; Local Office staff, 735; Book Distribution staff, 148; and Book Renewal staff, 101.

The Employment Service of Canada which had been operating for over twenty years provided the Commission with a large number of persons with experience in employment service work. Some 240 former provincial government employees of the Employment Service of Canada were taken over through the Civil Service Commission.

While the Civil Service Commission is responsible for the selection of the staff, the Personnel Division of the Unemployment Insurance Commission is concerned with the maintenance of personnel records, service ratings, terminations, promotions, transfers and leaves of absence.

Following the selection and appointment of the staff, special attention was directed by the Unemployment Insurance Commission to an organized staff training program. Staff training schools were held at the Head Office, the Regional Offices and at the Employment and Claims Offices across Canada. Some of these schools, particularly those held for key officials, were of two weeks' duration. Others were in the form of training courses conducted after working hours and combined with training on the job.



## OFFICES

The Commission, with the assistance of the Department of Public Works, opened five Regional and four District Offices, and over a hundred local Employment and Claims Offices across Canada. After these Offices were procured, alterations were made to meet the needs of the Commission's work. Necessary arrangements in regard to heat, lighting, telephone and other services were completed. The Supplies Division of the Commission obtained furniture, equipment and office supplies for these Offices.

## INFORMATION

The introduction of an unemployment insurance plan directly affecting over two million wage-earners and their employers, necessitated provision for information to the public. An endeavour was made through various media, including the press, the radio and booklets, to assure wide-spread and thorough understanding of the various aspects of the unemployment insurance and employment service program.

## STATISTICS

Employment service statistics, including information on applications and opportunities for employment, placements and transfers of labour, formerly gathered through the Department of Labour at Ottawa, under the Employment Service of Canada, have been transferred to the Unemployment Insurance Commission. The Commission has also set up a statistical reporting program for unemployment insurance. This information is collected by the Commission from Employment and Claims Offices and Regional and District Offices, and in the main is processed and analysed for reports by the Dominion Bureau of Statistics.

## ADMINISTRATIVE COSTS

The administrative costs of the Unemployment Insurance Act are paid out of moneys provided by Parliament. These costs are in no way charged against the Unemployment Insurance Fund to which employers, employees and the Dominion Government contribute.

In considering the cost of administration for unemployment insurance and employment service activities in Canada, it is necessary to take into account the fact that the country is large geographically with a relatively small and scattered population, all of which tend to increase administrative costs.

In the fiscal year 1941-2, the cost of administration was relatively small principally because the Commission was in the process of organization. At the beginning of the fiscal year only the Head Office in Ottawa had been established and the total staff was about fifty persons. However, with the beginning of unemployment insurance contributions on July 1, 1941, and the commencement of employment service operations a month later, the size of the administrative organization steadily expanded. At the close of the fiscal year, over a hundred offices had been opened with a staff of 1,570. Even at that date more offices were needed and the volume of work in offices already established was increasing.

Some special circumstances which accompany the establishment of a new organization have tended to increase the administrative costs for the fiscal year 1941-2. For instance, the cost of office furniture and equipment, etc. required for the establishment of the Commission's offices were for the most part paid during the year. Also, the expense of staff training for the first year was a heavier burden than can be expected in any subsequent period.

The administrative costs of the Unemployment Insurance Commission for the fiscal year 1941-2 amounted to \$2,343,599 (Appendix II). Among administrative expenses were included the salaries and expenses of the Commission and

its staff, living allowances and expenses of the Umpire and members of the National Employment Committee and the Unemployment Insurance Advisory Committee, advertising costs and charges for telegrams, telephone calls and postage. The rent of buildings, the cost of alterations, the payment for services, such as fuel, water and light, and the purchase of office furniture, were arranged through the Department of Public Works with costs for such rents and services being paid by the Commission. Also, the purchase of office equipment, stationery supplies and the cost of printing, including the unemployment insurance workers' books, were paid by the Commission through the Department of Public Printing and Stationery. The Post Office Department was paid commissions on a percentage basis for the sale of unemployment insurance stamps and meter impressions.

In a manner similar to Government Departments, the Unemployment Insurance Commission was serviced by the Civil Service Commission, the Finance Department, the Auditor General's Office and the Department of Justice.

## PART III—EMPLOYMENT SERVICE

### INTRODUCTION

The fiscal year 1941-2 marked the transition from the Employment Service of Canada to the employment service of the Unemployment Insurance Commission.

The Employment Offices Co-ordination Act, passed in May, 1918, by the Dominion Parliament, created a Dominion-Provincial employment service which later was designated as the Employment Service of Canada. This Service constituted a chain of employment offices stretching across Canada which were administered intra-provincially by the Provincial Governments, but co-ordinated inter-provincially by the Dominion Government. The Act provided for Dominion Government subventions to the provinces operating employment offices. These subsidies, amounting to \$150,000 each year, were distributed equitably among the provinces and were proportioned to the expenditures of each in relation to the total expenditures of all the provinces for the maintenance of employment offices. The maximum allowance for any province was not more than one-half of its total expenditures.

The desired uniformity and co-ordination of employment office activities throughout the various provinces was obtained by making these Dominion payments contingent upon an agreement that the provinces in the conduct of their respective employment offices, meet certain conditions. The provincial employment offices had to endeavour to place men and women in all trades and occupations, with no charge to either employers or employees for this service. In addition to paying subventions and encouraging the establishment of provincial employment offices, the Dominion Government through the Department of Labour maintained clearance facilities, established a system of inspection, collected and published information on employment conditions, inaugurated a uniform statistical reporting system, supplied all forms and promoted uniformity of operation.

During the fiscal year of 1940-1 as for several years previous, uniform agreements were concluded with all the Provincial Governments except that of Prince Edward Island. The sum of money which was specified in the agreement as being available for payment by the Department of Labour to the provinces was the statutory provision of \$150,000.

For the period April 1 to July 31, 1941, similar agreements were concluded with these eight provinces under the Employment Offices Co-ordination Act. The sum of money available for the provinces during the four months ending July 31 was \$50,000.



The Unemployment Insurance Act, 1940, authorized the Unemployment Insurance Commission to organize and maintain an employment service for Canada. The Provinces of Nova Scotia, New Brunswick, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia signified their intentions of withdrawing from the public employment service field. On August 1, 1941, the Unemployment Insurance Commission took over the direction and control of the public employment offices in these seven provinces, and at the same time, relieved the Provinces of the expenses of operating their offices. The provincial offices continued to carry on placement activities until the Commission's Employment and Claims Offices were opened, at which time their work was transferred to the new Offices.

With the opening of the Commission's Employment and Claims Offices in Quebec, the Provincial Government reduced the number of its employment offices and worked in close co-operation with the Commission to provide employment placement facilities in the province. An arrangement similar to that made with the seven above mentioned provinces was concluded with Quebec whereby the Unemployment Insurance Commission agreed to pay for operating expenses of the provincial employment service from August 1 to December 31, 1941.

Prince Edward Island was not operating an employment office under the Employment Service of Canada, but an Employment and Claims Office of the Unemployment Insurance Commission has been established at Charlottetown.

#### EMPLOYMENT SERVICE POLICY

The following statement of employment policy to be carried out by the local Employment and Claims Offices across Canada has been adopted by the Unemployment Insurance Commission.

The Employment and Claims Offices of the Commission will:

- (a) endeavour to refer to suitable employment any employable resident of Canada, either male or female, of whatever occupation or calling;
- (b) endeavour to secure suitable applicants to fill any vacancy notified by an employer;
- (c) in a general way assist wherever and however possible in alleviating an unemployment situation, or in suggesting means for the alleviation of such a condition.

In registering applicants and in accepting notification of vacancies, and in referring applicants to vacancies, Employment and Claims Offices will not charge any fee, either to an employer or to an employee.

The Employment and Claims Offices will co-operate to the fullest possible extent with other branches of the Federal Government, with the governments of the several provinces, and with the councils of municipal corporations, for the purpose of assisting in the solution of employment problems within their particular jurisdiction. These offices will also co-operate with any non-commercial private or quasi-public agencies or trade unions or employers' organizations interested in finding employment for workers, to assist residents of Canada, wherever may be possible, in securing available work.

In effecting placements, Employment and Claims Offices will endeavour to refer the most competent applicants registered and available for the employment offering, and where several persons of like competence are available for the same employment, a preference shall be given to the person or persons whose application or applications, as the case may be, show the longest period of continuous registration immediately before the date of placement; provided, however, that nothing herein contained shall prevent the sending of a number of persons to an employer for selection purposes, nor the sending of a particular person who may be asked for by an employer.

No applicant seeking work will be discriminated in favour of, nor against, by reason:

- (a) of his or her racial origin, religious belief, or political affiliation;
- (b) of whether or not he or she was engaged previously in insured employment.

The Employment and Claims Offices will not fail to endeavour to secure employees for an employer by reason of the employer inserting in his request for employees particular specifications as to the type of employees required, where such specifications are reasonable.

Reasonable steps will be taken to verify the qualifications of applicants who are unknown, and the *bona fides* of vacancies listed by employers who are unknown to the Employment and Claims Offices.

Each Office will endeavour to give placement service to the entire area assigned to it, and in no case will the activities of an Office be restricted to the particular municipality in which it is located.

The Employment and Claims Offices will attempt to induce unemployed persons to move from their present place of residence to points where their services are necessary, provided, however, that care will be taken to avoid encouragement of the movement of workers into any district where unemployed persons are already seeking employment of the type involved.

On request, an employer or applicant will be given any available information regarding employment conditions, including wage rates current in the district for a particular occupation, but the Employment and Claims Offices will not seek to influence the fixing of wage rates or other employment conditions, either in general or in particular instances, nor will any information on wages or other working conditions be given out which might affect adversely the interests of any employer patronizing the Offices.

In referring workers to employment, the Employment and Claims Offices will advise the applicant of the wage rate offered by the prospective employer, and while the Offices will have no financial responsibility if a subsequent dispute as to the rate of pay develops between employer and employee, the Offices will state the wage rates and other conditions notified by the employer, if later requested to do so by the employee concerned, or by competent authority.

The Employment and Claims Offices will accept no financial responsibility for the payment of wages by an employer where the contract of employment was entered into as a result of a reference to employment by one of the Offices.

When orders are listed with any office by an employer, and when such orders do not offer the minimum wages or working conditions specifically required by Dominion statute or regulation, or by provincial statute or regulation, any variation from prescribed conditions will be brought to the attention of the employer in order that he may have opportunity to make a correction. If the employer fails or refuses to make such correction in the conditions offered, the Employment and Claims Office will not refer applicants to the vacancies offered.

Where vacancies notified are in employment at which a cessation of work is reported to have occurred through an industrial dispute, the Offices will take such measures as may be possible to learn definitely whether a strike or lockout really exists. If it be determined that a strike or lockout does exist, applicants, on being advised of any employment vacancies so affected, will be informed that the employment is affected by a strike or lockout, as the case may be, and any form of notification to an applicant to apply for the said employment which may be given to an applicant by any Employment and Claims Office will be marked to indicate that there is a strike or lockout at the employment in question.

No applicant will be prejudiced in his right to be referred to future employment by reason of refusal to accept a position offered because: (a) the



employment is affected by an industrial dispute; (b) the wage rate offered may reasonably be claimed to be less than the rate current for the occupation in the district; or (c) his right to membership or non-membership in a trade union or like association would be impaired thereby.

Without restricting the generality of the service to be provided to employees of whatever occupation, and without prejudice to the employment rights of other persons, special attention will be given to the placement of veterans of the Armed Forces, of young persons who have not become established in industrial life, of competent applicants who suffer from physical handicaps, of professionally and technically trained applicants, of young persons wishing to undertake apprenticeship or training courses, of middle-aged workers desirous of entering on training courses and of other similar special categories of applicants.

Every effort will be made to bring to the notice of employers and employees the facilities provided by the Employment and Claims Offices for making references to and placements in employment.

### PLACEMENT RECORDS

During the fiscal year 1941-2, the employment offices received 759,628 applications for employment of which 519,556 were applications from men and 240,072 were applications from women (Appendix III), and listed 529,549 opportunities in regular and casual employment notified by employers of which 333,035 were for men and 196,514 were for women (Appendix IV). In the same period, these offices made 476,036 placements in employment including 311,455 male and 164,581 female placements (Appendix V). There were 298,525 placements in regular employment and 177,511 in casual employment (Appendix VI). Placements are considered to be "casual" when the duration of employment is seven days or less. The employment offices classified vacancies and placements in regular and casual employment according to industries (Appendix VII).

### VETERANS' WELFARE OFFICERS

The Unemployment Insurance Commission agreed to accommodate welfare officers and their staffs in local Employment and Claims Offices for the purpose of dealing with veterans' problems. These welfare officers are employed by the Welfare Division of the Department of Pensions and National Health and in the past year they have been located in the Commission's offices at the following points: Charlottetown, Halifax, Saint John, Quebec, Montreal, Ottawa, Toronto, Hamilton, London, Windsor, Winnipeg, Regina, Saskatoon, Edmonton, Calgary, Vancouver and Victoria.

### THE NATIONAL EMPLOYMENT COMMITTEE

The National Employment Committee has been appointed for the purpose of advising and assisting the Commission in carrying out the purposes of the employment service.

This Committee comprises representatives of labour, industry, veterans, women's organizations and the retail trade. Mr. Tom Moore, Ottawa, President of the Trades and Labour Congress of Canada is Chairman, and the following are members of the Committee: Carl Berg, Edmonton, former President of the Edmonton Trades and Labour Council and President of the Alberta Federation of Labour; E. R. Complin, Montreal, Manager of Industrial Relations for the Canadian Industries Limited, representing the Canadian Manufacturers' Association; J. C. G. Herwig, Ottawa, Assistant General Secretary of the Canadian Legion, representing War Veterans; C. S. Hougham, Toronto, Dominion Secretary, Retail Merchants Association of Canada, representing the retail trade; Ivor R. Lewis, Toronto, Superintendent, T. Eaton Co. Ltd., representing the

Canadian Chamber of Commerce; Mrs. Florence F. Martel, Montreal, an officer of the League of Women's Rights; A. R. Mosher, Ottawa, President of the Canadian Congress of Labour; and Mrs. C. H. Thorburn, Ottawa, Canadian Welfare Council.

The Committee has held several meetings and has provided the Commission with guidance in matters concerning the employment service. It has also assisted in the setting up of regional and local Employment Advisory Committees. These Committees will perform at regional and local levels similar functions to the National Employment Committee.

#### ONTARIO FARM LABOUR AGREEMENT

Under Order in Council P.C. 27/3191, of May 6, 1941, the Dominion Government allotted moneys from the special war appropriation of the Department of Labour to aid the Province of Ontario in a farm labour program. This subvention assisted the province in executing a plan for recruiting, transporting to and placing upon farms within the province, labourers suitable for farm work. In the fiscal year 1941-2, the Dominion Government agreed to pay 50 per cent of the costs up to a maximum Dominion contribution of \$60,000. The payment of this money was contingent upon the Province of Ontario carrying out the terms of a farm labour agreement which was drawn up between the Dominion and Provincial Governments. Although the Dominion Government was prepared to enter into similar arrangements with any of the other provinces, no other farm labour agreements were concluded.

The Unemployment Insurance Commission was in charge of the administration of Dominion Government expenditures in respect of the Ontario Government farm placement program. During the fiscal year, \$53,544.88 was expended out of the \$60,000 allocated by the Dominion Government for this purpose.

#### GENERAL LABOUR TRANSFERENCE

A sum of \$50,000 was authorized by Order in Council P.C. 10/6172 of August 13, 1941, to cover expenses in connection with general labour transference in war industries and agriculture. This amount which was made available from the war appropriation of the Department of Labour was later reduced to \$20,000. During the fiscal year 1941-2, no expenditures were made from this cash allotment.

### PART IV—UNEMPLOYMENT INSURANCE

#### EMPLOYER-EMPLOYEE REGISTRATION

Unemployment insurance contributions became payable in Canada commencing July 1, 1941. Previous to the commencement of the payment of contributions, the Unemployment Insurance Commission, with the assistance of the Post Office Department, established forty-four depots at various centres across Canada for the registration of insured workers and their employers and for the distribution of unemployment insurance books. Employers of insurable workers were required to register with the Commission at the nearest depot. These employers, in turn, registered their insurable workers and requisitioned the necessary number of unemployment insurance books.

Registration and distribution depots were a temporary necessity, since at that early date Employment and Claims Offices had not been established by the Commission. However, as Employment and Claims Offices were opened in centres where depots had been set up, the registration and distribution work of the depots was transferred to these Offices.



The number of employees registered during the period from July 1, 1941, to March 31, 1942, was 2,465,100 (Appendix VIII), and the number of registered employers was approximately 159,441. Since many persons who were registered as insured workers during this period may have left insurable employment, the 2,465,100 workers registered during the fiscal year is in excess of the number of insured workers at any given date.

### RE-REGISTRATION AND MAN-POWER INVENTORY

The Unemployment Insurance Commission has co-operated closely with the Director of National Selective Service and has assumed the responsibility for carrying out certain aspects of the administration of the national selective service program. The initial stage of this program was to obtain adequate information on the available man-power of Canada. The Commission had the organization and the facilities for gathering such information.

As a part of the administration of unemployment insurance, all insurance books are recalled and new books are issued at the end of the fiscal year. The re-issue of insurance books is accompanied by a re-registration of employers and their insured workers. During the 1942 registration, employers with insured persons in their employ were requested to register their insured and non-insured workers alike. This nation-wide man-power inventory provided the Government with information concerning a large portion of Canadian wage-earners as to their skills, their adaptability and availability for different lines of work.

### COVERAGE

With the introduction of unemployment insurance, numerous questions arose regarding the scope of the Act, in which it had to be determined whether or not certain employees were insurable. Approximately 68,000 written inquiries were received at offices of the Commission from the public up to March 31, 1942. Most of the inquiries were dealt with by the Commission's officers at the registration depots. Doubtful cases were referred to Regional or Head Office Coverage Committees for administrative rulings. The five Regional Committees working in close co-operation with the Head Office Committee provided uniform application across Canada in matters of coverage under the Act.

If an inquirer is not satisfied with the rulings given by these Committees, he is entitled to ask for a formal decision by the Commission which is given after further inquiry into the details of the case. The decisions of the Commission are subject to appeal to the Umpire.

The Commission was asked to give formal decisions on only two cases during the fiscal year 1941-2 and in each case the decision of the Commission was appealed to the Umpire. In both instances, the question at issue was whether permanent employees of the appellant bodies were entitled to exception under Item (1) of Part II of the First Schedule of the Act on certification as to permanency. The Commission ruled that the two bodies concerned were not municipal authorities within the meaning of the Act and that consequently their permanent employees were not entitled to exception. The parties appealed to the Umpire who reversed the decision of the Commission.

### CONTRIBUTIONS

The Unemployment Insurance Act established a tripartite system of contributions whereby employers, employees and the state contribute to the Unemployment Insurance Fund. Insured workers and their employers make contributions according to a graded scale, but in the country as a whole, they pay approximately equal contributions. The Dominion Government adds one-fifth of the total amount contributed by employees and employers.

Employer and employee contributions to the Unemployment Insurance Fund from July 1, 1941, to March 31, 1942, were \$36,435,609. In the same period, the Dominion Government paid \$7,287,121 to the fund. (Appendix XI.)

### INSPECTIONS

In order to ascertain whether employers were making proper contributions in respect of insurable employees, and were complying with other provisions of the Unemployment Insurance Act, Inspectors of Insurance Revenue made examinations of insured persons' insurance books and employers' records. From July 1, 1941, to March 31, 1942, 35,515 audits and inspections were undertaken covering about 468,791 insurable persons. (Appendix IX.)

### UNEMPLOYMENT INSURANCE FUND

There is a special account in the Consolidated Revenue Fund called the "Unemployment Insurance Fund" to which the Minister of Finance from time to time credits all contributions paid under the Unemployment Insurance Act. The Minister also credits, out of moneys provided by Parliament, an amount equal to one-fifth of the aggregate contributions made by employers and employees. Claims for unemployment insurance benefit and refunds of contributions may be made from the fund, but no other payments are a charge on the fund. Total assets of the Unemployment Insurance Fund as at March 31, 1942, amounted to \$43,964,246. (Appendix X.)

An Investment Committee, composed of the Governor of the Bank of Canada, the Deputy Minister of Labour and the Deputy Minister of Finance, authorized all investments of the fund made by the Unemployment Insurance Commission. Reserves of the fund were invested in Dominion of Canada Bonds as required by the Unemployment Insurance Act.

### CLAIMS

The first date on which claimants could qualify for benefit under the Unemployment Insurance Act was January 27, 1942. Since that time, there has been a moderate number of claims for benefit filed at the local Employment and Claims Offices of the Commission. Owing to the fact that employment has been at a high level, the number of unemployed workers applying for benefit has been comparatively small, and the duration of unemployment for those who do become unemployed is relatively short.

From January 27 to March 31, 1942, there were 3,539 claims filed at Local Offices and forwarded to the Regional and District Offices for adjudication. The Insurance Officers at these Offices allowed claims that met the requirements of the Act and Regulations. Doubtful claims and claims that failed to meet the necessary conditions were referred to Ottawa for review. Of the 387 received at Ottawa during this period, 74 were allowed, 312 not allowed and 1 returned to Regional and District Offices for disposal. The total number of benefit cheques issued from January 27 to March 31, 1942, was 3,232, and the total amount paid in unemployment insurance benefit from the fund was \$27,752. (Appendix XII.)

### COURTS OF REFEREES: UMPIRE

There were twenty-one requests by claimants up to the end of March, 1942, to have their claims referred to Courts of Referees, and of the twenty-one cases referred, 1 was allowed, 8 were disqualified or not allowed, 1 was withdrawn and 11 were pending. No claims were appealed to the Umpire. (Appendix XIII.)



### UNEMPLOYMENT INSURANCE UNDER THE POST-DISCHARGE RE-ESTABLISHMENT ORDER

The Post-Discharge Re-establishment Order P.C. 7633, of October 1, 1941, makes certain provisions for the re-establishment in civil life of persons discharged from the Armed Forces. The purpose of the Order is to establish parity between discharged persons who return to insurable employment and civilian workers in such employment, and also to provide discharged persons awaiting their re-establishment in civil life substantially the same standard of protection as is afforded to insured persons under the Unemployment Insurance Act, 1940. The Order authorizes the payment to ex-service men of out-of-work benefit, or of special grants. The Order also makes provision for unemployment insurance subject to the fulfilment of certain conditions.

Part III of the Post-Discharge Re-establishment Order provides that any discharged person who completes 15 weeks in insurable employment under the Unemployment Insurance Act, 1940, within any period of twelve months, shall be deemed to have received unemployment insurance benefit for a continuous period, called the "benefit period", equal to that for which he received out-of-work benefit, together with the proportion of any period for which he received a special grant. But the benefit period must not exceed in total, in any case, three-fifths of his period of service with the Armed Forces after July 1, 1941, which is the date that Unemployment Insurance came into operation.

Upon the completion of 15 weeks in insurable employment, the discharged person is also deemed to have been in insurable employment immediately prior to the commencement of the benefit period for a period equal to his service in the Armed Forces after July 1, 1941.

In order to compensate the Unemployment Insurance Fund for the financial disbursements which may be required in adding to the protection ordinarily afforded under the unemployment insurance regulations, there is credited by the Government to the Unemployment Insurance Fund in the manner specified in the Order, an amount corresponding to that which the combined employer's and employed person's contribution would have been on the basis of the amount shown, by such person's unemployment insurance book, to have been paid by and on his behalf for the 15 weeks of insurable employment.

### EXTENSION OF CEILING TO MEET WARTIME CONDITIONS

Under Paragraph (n), Part II of the First Schedule of the Unemployment Insurance Act, 1940, persons are not insurable if they are employed at a rate of remuneration exceeding in value \$2,000 a year, or in cases where employment involves part-time service only, at a rate of remuneration which, in the opinion of the Commission, is equivalent to more than \$2,000 a year for full-time service. Order in Council P.C. 10156, of January 7, 1942, made under the authority of the War Measures Act (Ch. 206, R.S.C. 1927), enlarged the provisions of the Unemployment Insurance Act to include workers whose remuneration had been raised above the \$2,000 limit by war conditions.

This Order in Council directed the Unemployment Insurance Advisory Committee to investigate and report upon the provision of unemployment insurance for all or part of the employments excepted by the paragraph of the Schedule fixing the \$2,000 limit. As some time would elapse before this investigation could be completed, the Order provided that persons who were in insurable employment but disqualified because of the \$2,000 limit be insured against unemployment in the manner provided by the said Act,

- (i) if their rate of remuneration exceeds in value two thousand dollars a year by reason of the payment of a cost of living bonus, or
- (ii) if, in the case of persons paid on an hourly basis, the basic rate of remuneration does not exceed ninety cents per hour, or

- (iii) if the rate of remuneration exceeds in value two thousand dollars a year by reason of an increase in working hours or overtime caused by changed industrial conditions resulting from the state of war, or
- (iv) if their remuneration exceeds in value two thousand dollars a year by reason of an increase in basic wage rates which have come into effect since June 30, 1941, or
- (v) if their rate of remuneration exceeds in value two thousand dollars a year for any reason which, in the opinion of the Unemployment Insurance Commission, is a result of the state of war now existing.

#### THE UNEMPLOYMENT INSURANCE ADVISORY COMMITTEE

As required under Section 82 of the Unemployment Insurance Act, 1940, an Unemployment Insurance Advisory Committee was appointed by the Governor in Council. The Committee consists of: Dr. W. A. Mackintosh, Ottawa, Ont., Special Assistant to the Minister of Finance, Chairman; P. R. Bengough, Vancouver, B. C., Vice-President of the Trades and Labour Congress of Canada; Miss Estelle Hewson, Windsor, Ont.; W. A. MacDonald, Halifax, N.S., Secretary Treasurer, Marine Engineers of Canada; Murdock M. Maclean, Ottawa, Ont., Member of the Executive Committee, Canadian Congress of Labour; J. Frank MacMillan, Alta., Edmonton, Manager, Chisholm Saw Mills Ltd.; and Victor R. Smith, Toronto, General Manager, Confederation Life Association.

The annual report of the Advisory Committee required under Section 84 of the Unemployment Insurance Act was submitted to the Governor in Council and approved in February, 1942. The Committee's report for the calendar year 1941 stated that the Unemployment Insurance Fund had been set up and that investments had been made as prescribed by the Act.

The Post-Discharge Re-establishment Order P.C. 7633, of October 1, 1941, instructed the Advisory Committee to report on any adverse effect which the provisions affecting unemployment insurance might have on the Unemployment Insurance Fund, and to propose remedies for any depletion which might occur. The Advisory Committee stated in its report that: "As there has been as yet no experience under the Order, there is no basis for consideration by the Committee of its effect on the fund. The Committee interprets the Order to mean that the obligation of the Commission to provide benefit as prescribed is contingent on the necessary appropriations having been provided by Parliament in advance."

The Committee also reported that it has given assistance and advice on questions referred to it by the Commission. On these matters the Committee communicated its views direct to the Commission.



## APPENDIX I

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office — Ottawa, Ont.

Regional Offices — Maritime Region — Moncton, N.B.  
 — Quebec “ — Montreal, Que.  
 — Ontario “ — Toronto, Ont.  
 — Prairie “ — Winnipeg, Man.  
 — Pacific “ — Vancouver, B.C.

District Offices — London, Ont., North Bay, Ont., Edmonton, Alta., Saskatoon, Sask.

## EMPLOYMENT AND CLAIMS OFFICES

*Maritime Region—*

Prince Edward Island—Charlottetown.

Nova Scotia—Amherst, Halifax, Kentville, New Glasgow, Sydney, Truro, Yarmouth.

New Brunswick—Campbellton, Edmundston, Fredericton, Moncton, Newcastle, Saint John.

*Quebec Region—*

Quebec—Chicoutimi, Drummondville, Granby, Hull, Joliette, Lachine, Levis, Matane, Montreal, Pointe-aux-Trembles, Quebec, Riviere du Loup, Rouyn, St. Hyacinthe, St. Jean, St. Jerome, Shawinigan Falls, Sherbrooke, Sorel, Thetford Mines, Three Rivers, Val d'Or, Valleyfield, Verdun, Victoriaville.

*Ontario Region—*

Ontario—Barrie, Belleville, Brantford, Brockville, Chatham, Cornwall, Galt, Guelph, Hamilton, Kingston, Kirkland Lake, Kitchener-Waterloo, Lindsay, London, New Toronto, Niagara Falls, North Bay, Orillia, Oshawa, Ottawa, Owen Sound, Pembroke, Peterborough, St. Catharines, St. Thomas, Sarnia, Sault Ste. Marie, Simcoe, Smiths Falls, Stratford, Sudbury, Timmins, Toronto, Welland, Windsor, Woodstock.

*Prairie Region—*

Ontario—Fort Frances, Fort William, Kenora, Port Arthur.

Manitoba—Brandon, Dauphin, Flin Flon, Portage la Prairie, Winnipeg.

Saskatchewan—Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat, Red Deer.

*Pacific Region—*

British Columbia—Cranbrook, Kamloops, Kelowna, Nanaimo, Nelson, New Westminster, Penticton, Port Alberni, Prince George, Prince Rupert, Vancouver, Victoria.

## APPENDIX II

## ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT INSURANCE COMMISSION DURING THE PERIOD APRIL 1, 1941, TO MARCH 31, 1942

Salaries—Permanent.....	\$ 137,662 87
Salaries—Temporary.....	1,123,313 44
Advertising and Publicity.....	34,214 79
Telegrams, Telephones and Postage.....	94,667 61
Equipment.....	198,801 32
Lands and Buildings.....	114,760 72
Professional and Special Services.....	4,081 27
Rents.....	70,042 32
Printing and Stationery.....	149,884 22
Supplies and Materials.....	181 57
Freight, Express and Cartage.....	9,226 36
Travelling Expenses.....	93,976 09
Unemployment Insurance Stamps.....	28,067 60
Unemployment Insurance Workers' Books.....	41,148 39
Commission to Post Office— <i>re</i> Stamps.....	128,250 00
Miscellaneous and Current Expenses.....	6,954 54
Provincial Employment Offices (Temporary Operation).....	108,366 24
Total.....	\$ 2,343,599 35

## APPENDIX III

## APPLICATIONS FOR EMPLOYMENT AS REPORTED BY EMPLOYMENT OFFICES DURING THE YEAR APRIL 1, 1941, TO MARCH 31, 1942

Provinces	Men	Women	Totals
Prince Edward Island <sup>1</sup> .....	297	62	359
Nova Scotia.....	19,737	17,708	37,445
New Brunswick.....	8,153	5,965	14,118
Quebec.....	156,541	74,080	230,621
Ontario.....	184,600	81,429	266,029
Manitoba.....	44,452	19,374	63,826
Saskatchewan.....	19,927	9,042	28,969
Alberta.....	33,431	10,962	44,393
British Columbia.....	52,418	21,450	73,868
Totals for Canada.....	519,556	240,072	759,628
Comparable Totals, Year 1940-41.....	665,751	247,488	913,239
1939-40.....	571,152	211,240	782,392
1938-39.....	598,422	201,227	799,649
1937-38.....	558,494	177,648	736,142

<sup>1</sup> The Employment and Claims Office of the Commission in Prince Edward Island was in operation only a few months in the latter part of the fiscal year and accordingly the number of applications for employment received at that office was small.

## APPENDIX IV

## VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY EMPLOYMENT OFFICES DURING THE YEAR APRIL 1, 1941, TO MARCH 31, 1942

Provinces	Men	Women	Totals
Prince Edward Island <sup>1</sup> .....	23	23	46
Nova Scotia.....	17,761	16,725	34,486
New Brunswick.....	6,656	6,444	13,100
Quebec.....	84,162	72,371	156,533
Ontario.....	131,606	55,632	187,238
Manitoba.....	23,747	12,615	36,362
Saskatchewan.....	14,899	8,593	23,492
Alberta.....	23,241	9,761	33,002
British Columbia.....	30,940	14,350	45,290
Totals for Canada.....	333,035	196,514	529,549
Comparable Totals, Year 1940-41.....	366,200	178,053	544,253
1939-40.....	254,103	134,386	388,489
1938-39.....	289,563	126,666	416,229
1937-38.....	288,325	126,675	415,000

<sup>1</sup> The Employment and Claims Office of the Commission in Prince Edward Island was in operation only a few months in the latter part of the fiscal year and accordingly the number of vacancies reported to that office was small.



## APPENDIX V

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY  
EMPLOYMENT OFFICES IN THE VARIOUS PROVINCES DURING  
THE YEAR APRIL 1, 1941, TO MARCH 31, 1942

Provinces	Regular Placements		Casual Placements <sup>2</sup>		Total Placements		
	Men	Women	Men	Women	Men	Women	Totals
Prince Edward Island <sup>1</sup> .....	20	3	8	2	28	5	33
Nova Scotia.....	14,056	1,853	3,293	14,017	17,349	15,870	33,219
New Brunswick.....	2,488	757	4,038	4,718	6,526	5,475	12,001
Quebec.....	65,679	20,399	11,491	34,428	77,170	54,827	131,997
Ontario.....	85,713	22,075	33,414	28,252	119,127	50,327	169,454
Manitoba.....	19,505	3,549	4,506	7,525	24,011	11,074	35,085
Saskatchewan.....	11,625	3,684	4,035	3,576	15,660	7,260	22,920
Alberta.....	20,003	3,840	2,782	3,192	22,785	7,032	29,817
British Columbia.....	18,417	4,859	10,382	7,852	28,799	12,711	41,510
Totals for Canada...	237,506	61,019	73,949	103,562	311,455	164,581	476,036
Comparable Totals, Year 1940-41.....	273,621	56,669	83,365	80,360	356,986	147,029	504,015
1939-40.....	175,934	62,221	76,464	54,784	252,398	117,005	369,403
1938-39.....	191,942	63,135	95,999	46,600	287,941	109,735	397,676
1937-38.....	216,473	56,669	68,247	47,007	284,720	103,576	388,396

<sup>1</sup> The Employment and Claims Office of the Commission in Prince Edward Island was in operation only a few months in the latter part of the fiscal year and accordingly the number of placements effected by that office was small.

<sup>2</sup> Placements are termed "casual" when the duration of the employment offered is of seven days or less.

## APPENDIX VI

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT, BY MONTHS, DURING  
THE YEAR APRIL 1, 1941, TO MARCH 31, 1942

Months	Regular Placements			Casual Placements <sup>1</sup>			Total Placements		
	Men	Women	Totals	Men	Women	Totals	Men	Women	Totals
1941									
April.....	24,798	5,030	29,828	8,543	9,806	18,349	33,341	14,836	48,177
May.....	24,156	5,087	29,243	9,775	11,319	21,094	33,931	16,406	50,337
June.....	18,524	4,960	23,484	8,314	9,281	17,595	26,838	14,241	41,079
July.....	23,454	6,222	29,676	7,469	8,616	16,085	30,923	14,838	45,761
August.....	24,343	5,355	29,698	7,737	9,305	17,042	32,080	14,660	46,740
September.....	23,743	5,915	29,658	6,937	10,535	17,472	30,680	16,450	47,130
October.....	24,186	6,199	30,385	7,380	10,834	18,214	31,566	17,033	48,599
November.....	20,344	6,137	26,481	4,596	8,920	13,516	24,940	15,057	39,997
December.....	18,205	5,061	23,266	4,074	10,603	14,677	22,279	15,664	37,943
1942									
January.....	10,832	3,409	14,241	2,729	4,831	7,560	13,561	8,240	21,801
February.....	11,436	3,311	14,747	3,187	4,476	7,663	14,623	7,787	22,410
March.....	13,485	4,333	17,818	3,208	5,036	8,244	16,693	9,339	26,062
Total, 1941-42.	237,506	61,019	298,525	73,949	103,562	177,511	311,455	164,581	476,036

<sup>1</sup> Placements are termed "casual" when the duration of the employment offered is seven days or less.

## APPENDIX

VACANCIES AND PLACEMENTS IN REGULAR  
DURING THE YEAR APRIL 1,

INDUSTRY  Employer's product or activity	CANADA			PRINCE EDWARD ISLAND			NOVA SCOTIA			NEW BRUNSWICK			
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		
		Regular	Casual <sup>1</sup>		Regular	Casual <sup>1</sup>		Regular	Casual <sup>1</sup>		Regular	Casual <sup>1</sup>	
<b>Agriculture.....</b>	<b>37,093</b>	<b>29,589</b>	<b>4,443</b>	<b>1</b>	<b>1</b>	<b>.....</b>	<b>617</b>	<b>345</b>	<b>245</b>	<b>83</b>	<b>39</b>	<b>38</b>	
<b>Fishing, Hunting and Trapping.....</b>	<b>130</b>	<b>93</b>	<b>21</b>	<b>.....</b>	<b>.....</b>	<b>.....</b>	<b>15</b>	<b>9</b>	<b>6</b>	<b>16</b>	<b>10</b>	<b>6</b>	
<b>Forestry and Logging.....</b>	<b>56,638</b>	<b>48,414</b>	<b>828</b>	<b>.....</b>	<b>.....</b>	<b>.....</b>	<b>957</b>	<b>839</b>	<b>5</b>	<b>329</b>	<b>250</b>	<b>75</b>	
<b>Mining.....</b>	<b>4,648</b>	<b>4,085</b>	<b>84</b>	<b>.....</b>	<b>.....</b>	<b>.....</b>	<b>64</b>	<b>57</b>	<b>1</b>	<b>8</b>	<b>4</b>	<b>4</b>	
Coal.....	450	351	1	.....	.....	.....	46	38	.....	.....	.....	.....	
Oil, Gas Wells and Quarrying.....	684	637	45	.....	.....	.....	.....	.....	.....	8	4	4	
Other Mining.....	3,514	3,097	38	.....	.....	.....	18	19	1	.....	.....	.....	
<b>Manufacturing.....</b>	<b>79,223</b>	<b>61,231</b>	<b>11,155</b>	<b>2</b>	<b>3</b>	<b>.....</b>	<b>3,800</b>	<b>3,226</b>	<b>366</b>	<b>637</b>	<b>210</b>	<b>409</b>	
Animal Foods.....	1,471	883	501	2	1	.....	20	11	6	39	20	19	
Leather and Fur Products.....	859	522	222	.....	.....	.....	6	1	5	11	4	7	
Vegetable Foods.....	3,826	2,703	953	.....	.....	.....	65	34	29	82	29	49	
Other Vegetable Products.....	2,476	1,701	593	.....	.....	.....	12	4	8	10	2	8	
Pulp and Paper Products and Printing.....	3,061	1,814	1,120	.....	.....	.....	41	6	35	19	4	15	
Sawmills.....	5,014	3,758	946	.....	.....	.....	272	245	15	155	54	100	
Other Wood Products.....	581	362	143	.....	.....	.....	9	3	6	11	7	4	
Textile Products.....	4,841	3,548	682	.....	.....	.....	17	12	2	15	3	11	
Iron and Its Products.....	39,073	32,146	3,480	.....	2	.....	3,118	2,854	82	137	49	81	
Non-Ferrous Metal Products.....	7,813	6,025	825	.....	.....	.....	160	14	144	54	7	46	
Non-Metallic Mineral Products.....	2,785	1,839	832	.....	.....	.....	17	8	9	62	6	55	
Chemical Products.....	4,026	3,130	367	.....	.....	.....	14	12	.....	14	5	9	
Miscellaneous Products.....	1,392	940	364	.....	.....	.....	42	17	23	12	6	3	
Electricity, Gas and Water Supply.....	2,005	1,860	127	.....	.....	.....	7	5	2	16	14	2	
<b>Construction.....</b>	<b>101,536</b>	<b>86,156</b>	<b>12,230</b>	<b>6</b>	<b>10</b>	<b>.....</b>	<b>10,160</b>	<b>9,049</b>	<b>1,055</b>	<b>1,841</b>	<b>1,489</b>	<b>278</b>	
Building.....	70,267	62,280	6,296	6	10	.....	8,719	8,511	156	1,764	1,447	243	
Highway.....	21,409	15,910	5,501	.....	.....	.....	1,186	326	860	28	6	22	
Railway and All Other.....	9,860	7,966	433	.....	.....	.....	255	212	39	49	36	13	
<b>Communication.....</b>	<b>382</b>	<b>224</b>	<b>118</b>	<b>2</b>	<b>1</b>	<b>.....</b>	<b>35</b>	<b>21</b>	<b>11</b>	<b>4</b>	<b>2</b>	<b>2</b>	
<b>Transportation.....</b>	<b>19,801</b>	<b>5,611</b>	<b>13,404</b>	<b>5</b>	<b>4</b>	<b>.....</b>	<b>465</b>	<b>171</b>	<b>293</b>	<b>277</b>	<b>72</b>	<b>189</b>	
Air.....	283	159	78	.....	.....	.....	.....	.....	.....	1	1	.....	
Railway (including Express).....	1,389	637	667	2	1	.....	112	32	80	69	50	13	
Water.....	11,954	3,197	8,616	1	1	.....	244	110	134	57	14	39	
All Other.....	6,175	1,618	4,043	2	2	.....	109	29	79	150	7	137	
<b>Trade.....</b>	<b>15,621</b>	<b>5,590</b>	<b>9,245</b>	<b>6</b>	<b>.....</b>	<b>.....</b>	<b>4</b>	<b>1,099</b>	<b>232</b>	<b>853</b>	<b>727</b>	<b>126</b>	<b>561</b>
<b>Finance and Insurance.....</b>	<b>681</b>	<b>312</b>	<b>314</b>	<b>.....</b>	<b>.....</b>	<b>.....</b>	<b>21</b>	<b>4</b>	<b>13</b>	<b>53</b>	<b>3</b>	<b>48</b>	
<b>Services.....</b>	<b>213,796</b>	<b>57,220</b>	<b>125,669</b>	<b>24</b>	<b>4</b>	<b>.....</b>	<b>17,253</b>	<b>1,956</b>	<b>14,462</b>	<b>9,125</b>	<b>1,040</b>	<b>7,146</b>	
Business.....	7,592	3,279	3,646	1	.....	.....	1	1,209	165	968	118	27	71
Hotel and Restaurant.....	14,081	9,088	2,899	2	.....	.....	645	262	286	226	89	93	
Professional and Public.....	12,200	8,488	2,945	5	3	.....	1	787	415	340	425	251	157
Recreational.....	3,880	965	2,765	.....	.....	.....	311	15	282	115	38	76	
Domestic.....	173,401	34,792	111,613	14	1	.....	2	14,276	1,088	12,575	8,229	635	6,741
All Other.....	2,642	608	1,801	2	.....	.....	25	11	11	12	.....	8	
<b>Totals.....</b>	<b>529,549</b>	<b>298,525</b>	<b>177,511</b>	<b>46</b>	<b>23</b>	<b>.....</b>	<b>10</b>	<b>34,486</b>	<b>15,909</b>	<b>17,310</b>	<b>13,100</b>	<b>3,245</b>	<b>8,756</b>
Men.....	333,019	237,490	73,925	23	20	.....	8	17,761	14,056	3,293	6,656	2,488	4,038
Women.....	196,530	61,035	103,586	23	3	.....	2	16,725	1,853	14,017	6,444	757	4,718

<sup>1</sup> Placements are termed "casual" when the duration of the employment offered is seven days or less.



VII  
AND CASUAL EMPLOYMENT BY INDUSTRIES  
1941, TO MARCH 31, 1942

QUEBEC			ONTARIO			MANITOBA			SASKATCHEWAN			ALBERTA			BRITISH COLUMBIA		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual <sup>1</sup>		Regular	Casual <sup>1</sup>		Regular	Casual <sup>1</sup>		Regular	Casual <sup>1</sup>		Regular	Casual <sup>1</sup>		Regular	Casual <sup>1</sup>
1,447	1,382	4	10,919	7,526	2,610	6,737	5,562	574	6,042	5,379	78	8,899	7,938	344	2,348	1,417	550
2	1	.....	39	23	6	18	17	1	4	1	.....	26	26	.....	10	6	2
24,272	21,601	589	20,307	13,446	140	5,303	5,683	3	568	1,806	.....	3,804	3,979	1	1,098	810	15
324	290	3	2,760	2,347	59	284	409	.....	122	69	1	457	403	3	629	506	13
1	1	.....	.....	.....	.....	1	8	.....	107	56	1	242	201	.....	53	47	.....
127	125	.....	153	137	29	2	1	.....	9	6	.....	107	99	3	278	265	9
196	164	3	2,607	2,210	30	281	400	.....	6	7	.....	108	103	.....	298	194	4
16,779	13,763	361	41,758	32,213	6,266	3,873	2,950	708	732	565	405	1,807	1,770	235	9,835	6,531	2,405
286	188	56	623	399	208	113	86	25	133	32	101	39	34	7	216	112	79
104	60	9	591	422	110	84	18	56	22	1	20	16	5	5	25	11	10
308	235	3	2,639	1,951	627	332	76	84	40	155	35	186	108	76	174	115	50
239	151	26	2,064	1,464	482	97	51	45	8	6	2	4	2	2	42	21	20
832	629	136	1,649	904	742	155	41	111	10	.....	10	5	4	.....	350	226	71
692	647	11	1,855	1,138	630	116	92	27	166	89	63	793	806	8	965	687	92
102	48	11	380	260	109	18	10	5	3	3	.....	2	2	.....	56	29	8
1,001	567	19	3,457	2,695	578	241	178	56	3	2	2	15	12	1	92	79	13
8,604	7,351	53	18,640	15,773	1,066	699	548	156	120	169	53	486	594	95	7,269	4,806	1,894
3,841	3,279	12	3,582	2,621	553	42	21	21	8	1	7	21	7	12	105	75	30
276	254	3	1,915	1,259	585	72	37	33	92	51	41	160	144	11	191	80	95
220	149	12	2,133	1,415	279	1,343	1,309	22	48	28	19	44	28	6	210	184	20
207	147	8	934	703	208	87	24	62	41	4	39	16	12	4	53	27	17
67	58	2	1,296	1,209	89	474	459	5	38	24	13	20	12	8	87	79	6
29,010	26,016	1,148	37,935	31,496	5,393	3,877	3,622	582	3,485	2,705	754	5,029	4,444	362	10,193	7,325	2,657
16,290	15,047	572	27,926	24,047	3,043	2,837	2,593	504	2,703	2,034	643	2,974	2,549	329	7,048	6,042	805
10,505	10,048	504	5,906	3,642	2,167	217	267	15	260	195	65	397	366	26	2,910	1,060	1,842
2,215	921	72	4,103	3,807	183	823	762	63	522	476	46	1,658	1,529	7	235	223	10
123	59	43	146	97	39	13	6	7	11	5	6	36	31	5	12	2	5
10,823	2,979	7,370	5,688	1,527	4,014	287	115	159	591	86	474	491	255	222	1,174	402	682
61	52	6	20	19	1	66	28	24	63	36	4	10	7	1	62	16	42
390	60	353	604	350	190	52	43	10	5	.....	5	29	20	3	126	81	12
8,976	2,379	6,550	1,995	358	1,600	5	4	2	2	.....	.....	127	122	.....	547	209	291
1,396	488	461	3,069	800	2,223	164	40	123	521	50	465	325	106	218	439	96	337
2,516	1,460	675	7,645	2,785	4,614	1,134	321	799	639	139	487	635	139	481	1,220	388	771
118	71	19	296	149	140	88	29	54	22	10	12	12	5	3	71	41	25
71,119	18,456	35,707	59,745	16,179	38,385	14,748	4,340	9,144	11,276	4,544	5,394	11,806	4,853	4,318	18,700	5,848	11,109
2,174	631	1,194	1,969	1,319	523	323	162	149	728	558	126	330	179	121	740	238	493
3,747	2,335	364	4,867	3,382	942	1,305	1,126	272	608	363	143	372	613	86	1,809	918	713
1,318	1,096	113	3,811	2,810	760	1,160	895	221	1,113	720	303	1,222	1,055	61	2,359	1,243	989
576	125	370	1,808	620	1,146	476	73	401	331	12	319	144	31	110	119	51	61
62,915	14,142	33,483	45,374	7,680	33,584	11,402	2,053	8,058	8,384	2,867	4,416	9,191	2,960	3,918	13,616	3,366	8,836
389	127	183	1,916	368	1,430	82	31	43	112	24	87	47	15	22	57	32	17
156,533	86,078	45,919	187,238	107,788	61,666	36,362	23,054	12,031	23,492	15,309	7,611	33,002	23,843	5,974	45,290	23,276	18,234
84,162	65,679	11,491	131,590	85,697	33,390	23,747	19,505	4,506	14,899	11,625	4,035	23,241	20,003	2,782	30,940	18,417	10,382
72,371	20,399	34,428	55,648	22,091	28,276	12,615	3,549	7,525	8,593	3,684	3,576	9,761	3,840	3,192	14,350	4,859	7,852

## APPENDIX VIII

REGISTRATION OF INSURED PERSONS DURING THE PERIOD JULY 1, 1941,  
TO MARCH 31, 1942<sup>1</sup>

INDUSTRY Employer's product or activity	Canada	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
Agriculture <sup>2</sup> .....	768	.....	39	11	11	363	43	8	269	24
Fishing <sup>2</sup> .....	155	.....	.....	.....	.....	.....	.....	.....	.....	155
Forestry and Logging <sup>2</sup> .....	551	.....	60	62	173	70	.....	.....	13	173
Mining—										
Coal.....	31,265	.....	16,978	1,613	146	.....	17	732	8,925	2,854
Oil, Gas Wells and Quarry- ing.....	6,818	.....	665	72	2,351	1,832	201	63	1,374	260
Other Mining.....	59,038	.....	678	74	14,824	31,254	2,169	310	56	9,673
Manufacturing—										
Animal Foods.....	38,191	102	2,629	1,953	5,741	10,756	3,431	1,939	3,994	7,646
Leather and Fur Products..	45,229	.....	238	381	23,400	18,705	1,327	155	217	806
Vegetable Foods.....	50,710	59	3,191	1,910	11,031	26,093	2,392	784	1,620	3,630
Other Vegetable Products..	48,999	34	519	533	22,465	22,476	1,070	471	529	902
Pulp and Paper Products and Printing.....	93,412	128	2,029	4,051	34,801	40,556	3,017	699	955	7,176
Sawmills and Planing Mills.	47,568	23	1,278	2,197	8,862	8,920	459	424	1,967	23,438
Other Wood Products.....	39,751	63	1,833	840	11,355	19,014	1,426	492	1,017	3,711
Textile Products.....	194,159	40	3,407	2,585	106,998	73,116	5,007	123	986	1,897
Iron and Its Products.....	378,752	182	15,357	5,882	118,285	195,549	15,288	3,641	6,599	17,969
Non-Ferrous Metal Products	83,680	.....	148	754	28,197	48,503	1,210	90	207	4,571
Non-Metallic Mineral Products.....	33,252	.....	1,057	766	9,807	15,953	1,250	754	2,203	1,462
Chemical Products.....	40,498	17	386	268	15,417	21,999	762	290	214	1,145
Miscellaneous Products.....	28,655	.....	127	275	8,401	17,646	937	104	336	829
Electricity, Gas and Water Supply.....	25,900	61	1,061	794	6,741	13,311	741	374	1,230	1,587
Construction—										
Building and Structures....	201,042	1,255	15,449	8,807	73,526	63,512	8,448	6,633	10,186	13,226
Highway.....	14,545	380	1,025	477	2,812	8,311	356	356	382	446
All Other.....	13,651	83	1,434	743	3,855	5,488	259	156	769	864
Transportation and Communication—										
Air <sup>2</sup> .....	4,204	.....	146	177	281	923	981	511	1,021	164
Railway (including Express)	131,732	1,028	6,639	9,011	31,816	40,619	11,959	11,567	10,357	8,736
Water <sup>2</sup> .....	4,684	22	588	131	1,774	1,122	77	19	63	888
All Other.....	80,989	263	3,212	2,434	21,637	29,376	5,432	5,018	3,361	10,256
Trade.....	439,912	1,752	19,618	14,603	106,411	177,774	31,146	21,887	25,019	41,702
Finance and Insurance.....	66,533	203	1,884	1,149	19,733	28,425	4,716	2,497	2,813	5,113
Services—										
Business.....	12,810	.....	140	100	4,059	5,375	1,088	321	498	1,229
Hotel and Restaurant.....	127,535	436	4,567	2,809	33,159	49,318	7,575	6,393	9,885	13,393
Professional and Public....	67,179	253	3,089	1,375	21,167	22,642	4,066	5,244	4,320	5,018
Recreational.....	14,179	49	480	346	3,877	6,079	868	511	720	1,249
All Other.....	37,967	134	1,570	872	10,488	16,175	2,395	1,206	1,728	3,399
Unspecified.....	787	147	95	101	40	64	54	140	86	60
Totals.....	2,465,100 <sup>3</sup>	6,719	111,616	68,156	763,641	1,021,319	120,167	73,912	103,919	195,651

<sup>1</sup> This statistical summary of the registration of insured persons is based upon registration cards (U.I.C. 409's) completed by employers which were received at the Dominion Bureau of Statistics from the Unemployment Insurance Commission during the period July 1, 1941, to March 31, 1942. Since March 31, an additional 69,000 registration cards have been received at the Bureau of Statistics. As at this date, these registration cards have not been classified according to industry and province.

<sup>2</sup> For the purpose of classifying insured persons by industry, the census classification is used. The Unemployment Insurance Act excepts from unemployment insurance those persons engaged in certain employments, e.g., "employment in agriculture, horticulture, and forestry; employment in fishing, etc.". However, it is possible that persons who under the census classification are in exempted employment, may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time, the employing firm or person may be placed in agriculture according to the census classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally excepted.

<sup>3</sup> The number of insured persons registered during the period July 1, 1941, to March 31, 1942, does not represent the number of insured workers at any given date.

## APPENDIX IX

AUDITS AND INSPECTIONS COMPLETED BY INSPECTORS OF INSURANCE  
REVENUE DURING PERIOD JULY 1, 1941, TO MARCH 31, 1942

Region	Number of Audits and Inspections	Insurable Employees Covered
Maritime.....	1,424	22,235
Quebec.....	7,859	102,167
Ontario.....	6,603	173,205
Prairie.....	12,149	81,994
Pacific.....	7,480	89,190
Totals.....	35,515	468,791

## APPENDIX X

UNEMPLOYMENT INSURANCE FUND: STATEMENT OF ASSETS AS AT  
MARCH 31, 1942

Cash—			
Deposited to credit of Receiver General.....	\$ 5,213,277	40	
Investment Securities (at Book Value)			
Bonds issued by Dominion of Canada			
(at Cost).....	\$38,543,677	51	
Less Amortization of Premium and			
Discount—			
(Par Value \$38,290,000.00).....	19,344	23	38,524,333 28
Accruals—			
Interest on Investments (not yet due).....			226,636 00
Total Assets.....	\$43,964,246	68	

## APPENDIX XI

UNEMPLOYMENT INSURANCE FUND: REVENUE AND EXPENDITURE  
DURING THE PERIOD JULY 1, 1941, TO MARCH 31, 1942

## REVENUE

Contributions—Employer and Employee.....	\$36,435,609	05
Contributions—Dominion Government.....	7,287,121	81
Interest—		
Net Interest Earned after Provision for Amortization of		
Premium and Discount.....	47,747	64
Accruals—		
Net Interest Accrued after Provision for Amortization of		
Premium and Discount.....	221,521	10
	\$43,991,999	60

## EXPENDITURE

Payment of Benefits.....	27,752	92
Net Revenue for Period.....	43,964,246	68
	\$43,991,999	60



## APPENDIX XII

CLAIMS RECEIVED AT INSURANCE OFFICES FOR ADJUDICATION: CLAIMS REFERRED TO OTTAWA: NUMBER OF BENEFIT CHEQUES: AMOUNT PAID IN INSURANCE BENEFIT DURING THE PERIOD JANUARY 27<sup>1</sup> TO MARCH 31, 1942

Insurance Offices <sup>2</sup>	Claims not accepted by Local Office (1st Statutory Condition not fulfilled) <sup>3</sup>	Claims received at Insurance Office for adjudication	Claims received at Ottawa for review <sup>4</sup>				No. of benefit cheques issued	Amount of benefit paid
			(a) Allowed	(b) Not allowed	(c) Referred Back	(d) Total		
								\$ cts.
Vancouver....	82	347		19		19	330	2,472 26
Edmonton....	116	258	5	24		29	355	2,939 69
Saskatoon....	128	244	2	12		14	324	2,589 93
Winnipeg.....	120	379	6	38		44	450	3,841 14
London.....	175	283	2	19		21	296	2,621 65
North Bay....	82	43	6	3		9	44	434 27
Toronto.....	507	634	30	118		148	482	4,289 70
Montreal.....	468	1,197	20	74	1	95	763	6,881 39
Moncton.....	18	154	3	5		8	188	1,702 89
Totals....	1,696	3,539	74	312	1	387	3,232	27,752 92

<sup>1</sup> The first date on which claimants could qualify for benefit under the Unemployment Insurance Act was January 27, 1942.

<sup>2</sup> There are five Regional Offices, Vancouver, Winnipeg, Toronto, Montreal, and Moncton, and four District Offices, Edmonton, Saskatoon, North Bay, and London, which are designated as Insurance Offices. It is at these offices that claims for benefit are adjudicated and benefit cheques prepared.

<sup>3</sup> In order for an insured person to receive insurance benefit under the First Statutory Condition, contributions must have been paid in respect of him while employed in insurable employment for not less than one hundred and eighty days during the two years immediately preceding the date on which a claim for benefit is made.

<sup>4</sup> Doubtful claims and claims that fail to meet the necessary conditions are referred by the Insurance Offices to the Head Office at Ottawa for review.

## APPENDIX XIII

CLAIMS FOR REFERENCE TO COURTS OF REFEREES<sup>1</sup> DURING PERIOD JANUARY 27 TO MARCH 31, 1942<sup>2</sup>

Insurance Office	Requests for reference	Not yet heard	Allowed	Disqualified or not allowed	Withdrawn
Vancouver.....	1	1			
Edmonton.....	1				1
Saskatoon.....					
Winnipeg.....	2	1		1	
London.....	1	1			
North Bay.....	1			1	
Toronto.....	14	7	1	6	
Montreal.....	1	1			
Moncton.....					
Total.....	21	11	1	8	1

<sup>1</sup> Claims for reference to Courts of Referees are given according to the Insurance Office at which the claims were received for adjudication.

<sup>2</sup> The first date on which claimants could qualify for benefit under the Unemployment Insurance Act was January 27, 1942. Any reference to Courts of Referees necessarily came later than this date.







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CANADA

## SECOND REPORT

OF THE

# UNEMPLOYMENT INSURANCE COMMISSION

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FOR THE FISCAL YEAR ENDING MARCH 31, 1943

1942-43



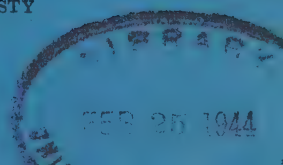
PRESENTED TO PARLIAMENT BY COMMAND

OTTAWA

EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1944

Price, 10 cents





1943  

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CANADA

## SECOND REPORT

OF THE

# UNEMPLOYMENT INSURANCE COMMISSION

---

FOR THE FISCAL YEAR ENDING MARCH 31, 1943

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PRESENTED TO PARLIAMENT BY COMMAND

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1944



*To His Excellency Major-General the Right Honourable the Earl of Athlone, K.G.,  
P.C., G.C.B., G.M.M.G., G.C.V.O., D.S.O., A.D.C., Governor General and  
Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Unemployment Insurance Commission for the fiscal year ending March 31, 1943, all of which is respectfully submitted.

HUMPHREY MITCHELL,  
*Minister of Labour.*

To the HON. HUMPHREY MITCHELL,  
MINISTER OF LABOUR,

SIR,—We have the honour to submit herewith for the information of Parliament the second annual report of the activities of the Unemployment Insurance Commission covering the period from April 1, 1942, to March 31, 1943, except where otherwise indicated.

The report is prepared in compliance with Section 94 of the Unemployment Insurance Act.

Respectfully submitted,

LOUIS J. TROTTIER,  
*Chief Commissioner.*

ROBERT J. TALLON,  
*Commissioner.*

ALLAN M. MITCHELL,  
*Commissioner.*

December 20, 1943.





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# UNEMPLOYMENT INSURANCE COMMISSION

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## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1943

Presented to Parliament Pursuant to the Provisions of the Unemployment  
Insurance Act, 1940

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### PART I—INTRODUCTION

#### BRIEF HISTORY OF LEGISLATION

Unemployment Insurance was under consideration in Canada for a period of more than twenty years.

The Royal Commission on Industrial Relations in 1919 and the National Industrial Conference in the autumn of the same year, both urged enquiry into state insurance against unemployment. A standing committee of the House of Commons on "Industrial and International Relations" in 1928 and a similar committee in 1929, endorsed the principle of unemployment insurance in Canada based on compulsory contributions from the state, employers and employees. Their reports were adopted by the House of Commons.

The Employment and Social Insurance Act which was unanimously passed by Parliament in 1935 created an unemployment insurance plan modelled after British legislation. This Act was, however, declared *ultra vires* by the Supreme Court of Canada and subsequently by the Judicial Committee of the Privy Council in England. According to the interpretation of the British North America Act, the Dominion Government did not have the legal power to enact such legislation.

The National Employment Commission, 1936-37, and the Commission on Dominion-Provincial Relations, 1937-40, recommended that Canada should establish compulsory unemployment insurance on a national basis.

In 1937, the Prime Minister of the Dominion Government wrote to the Premiers of the provinces to inquire whether their governments would be agreeable to an amendment to the British North America Act, empowering the Federal Parliament to enact unemployment insurance legislation. By June, 1940, the nine provinces had approved of the proposal and soon after, at the request of the Canadian Parliament, the British Parliament passed the necessary amendment.

With Dominion-wide agreement achieved, and with constitutional difficulties removed, an Unemployment Insurance Bill was introduced in the House of Commons. A standing committee of the House spent considerable time studying the details of the proposed legislation. The Bill received the endorsement of all parties in the House of Commons and Senate and became law on August 7, 1940.

In the first report, which covered the fiscal year ending March 31, 1942, the Commission was able to state that the Act was in full operation, a Dominion-wide employment service had been established, contributions to the Unemployment Insurance Fund had been collected as from July 1, 1941, claims had been received, and benefits paid.



The Commission deemed it advisable to take full advantage of the fact that the Act was introduced in a period of practically full employment, and for this reason in the first year of its operations stress was laid on bringing the framework of an organization into operation as speedily as possible. The second year has been a period of filling out this framework, and expanding the organization already begun.

This policy has resulted in the accumulation of an Unemployment Insurance Fund of approximately \$57,435,304.54, which, in accordance with the Act, has been invested in Dominion Government bonds, and in the establishment of an organization which has been of great value to the war effort in the constantly changing employment situation.

Since the spring of 1942, when National Selective Service was introduced in Canada, one of the main functions of the organization has been the administration of the National Selective Service Civilian Regulations. This has necessitated opening a number of additional offices and adding materially to the staff. It has also brought into our offices many additional employers and workers, and given the Commission the opportunity of demonstrating to them the value of a Dominion-wide employment service.

The various phases of the Commission's activities during the year are dealt with in detail in the succeeding sections of this report.

## PART II—ADMINISTRATION

### THE COMMISSION

The Unemployment Insurance Act authorizes an Unemployment Insurance Commission to create and administer a co-ordinated program of unemployment insurance and employment service.

The Unemployment Insurance Commission consists of a Chief Commissioner, appointed by the Government, one Commissioner appointed after consultation with organizations representative of employees, and one Commissioner appointed after consultation with organizations representative of employers. They are, respectively: Mr. Louis J. Trottier, Mr. Robert J. Tallon and Mr. Allan M. Mitchell.

### ORDER IN COUNCIL P.C. 7994

On September 4, 1942, the Governor in Council, with the concurrence of the Unemployment Insurance Commissioners, enacted Order in Council P.C. 7994 to enable the Minister of Labour to make more direct use for National Selective Service of the organization already set up under the Commission.

Under the administration created following this Order and known as the "Employment Service and Unemployment Insurance Branch", the Commission has retained its supervisory functions over the operations of the insurance features of the Act and, for the duration of the war, the administrative direction of all the activities of the Commission as prescribed by the Act has been extended to the Minister and placed in the hands of Commissioner Allan M. Mitchell. (Appendix I.)

### ADMINISTRATIVE ORGANIZATION

#### *Growth of the Organization*

At the beginning of the year, in addition to Head Office, the Commission had established five regional offices, four district insurance offices and one hundred and nine local offices, and the total staff numbered one thousand five hundred and seventy persons. During the year, ninety-seven local offices have been added, and the total staff has increased by two thousand seven hundred

and eighty-two to a total of four thousand three hundred and fifty-two. As all the offices include the administration of the insurance, employment and National Selective Service functions, it is difficult to estimate how much of the growth is due to National Selective Service.

In addition to opening offices in new areas, enlargement of our premises where offices were previously established has been general. The policy has been followed of obtaining space in existing Government buildings where possible, but in most cases it has been necessary to rent the premises required. Leases have been taken for short terms where possible, and it is the desire of the Commission, as soon as manpower and materials are available, to explore the possibility of erecting its own buildings designed to meet the particular needs of the organization.

In the initial period of the Commission's organization, it was possible to secure a fair proportion of staff trained in employment service work. Very few persons were available who had any unemployment insurance experience, but it was possible to obtain staff who had some related experience. Unfortunately, in more recent months, the supply of trained personnel has become practically exhausted, and the Commission is finding it more difficult to obtain personnel of the calibre or with the experience required. It has therefore become necessary to hold numerous schools of instruction and to carry on training of staff in the various offices after business hours.

In all its staff training programs, the Commission and its officers have emphasized that a sympathetic relationship shall exist between its staff and the public which it serves.

It has not always been possible to increase the staff establishments rapidly enough to keep pace with the ever-increasing responsibilities of the organization. The Commission feels that it would be remiss if it did not pay tribute to the sincerity, the loyalty and the untiring efforts of its staff during the past year.

The location of offices will be found in Appendix II.

#### *Administrative Costs*

The costs of administration of the Unemployment Insurance Act are paid out of moneys provided by Parliament and are not a charge against the Unemployment Insurance Fund to which employers, employees and the Dominion Government contribute. The costs of administration, chargeable to the Unemployment Insurance Commission Vote, total \$4,657,394.29 for the current year as against a total of \$2,343,599.35 for the previous fiscal year. This large increase is occasioned, as already explained, by the large expansion of staff, the rental and furnishing of additional offices and the Commission's increased activity in every branch of its work, inclusive of the administration of the National Selective Service program. (Appendix III).

#### *Co-operation with other Government Departments*

The Commission has continued the policy of using wherever possible the existing services of other Government departments, rather than creating parallel services, and of placing the services of its organization at the disposal of other Government departments. The Commission desires to express its appreciation for the very cordial and efficient co-operation received from other Government departments, particularly the various branches of the Department of Labour, the Comptroller of the Treasury, the Post Office Department, the Civil Service Commission, the Auditor General, the Bureau of Statistics, the Department of Public Printing and Stationery, and the Department of Public Works.

## PERSONNEL

In accordance with Section 10 (1) of the Unemployment Insurance Act, the personnel of the staff of the Commission has been selected by the Civil Service Commission in the manner provided by the Civil Service Act and Regulations.

On March 31, 1942, there were 1,570 persons on the staff of the Commission. To meet the growing needs of the administration of the Act and of the National Selective Service program, this number has been increased to 4,352 by March 31, 1943, distributed as follows:

Head Office.....	310	Ontario Region.....	1311
Inspection.....	245	Quebec Region.....	1028
Pacific Region.....	427	Maritime Region.....	332
Prairie Region.....	699		

## INFORMATION AND PUBLICITY

It has not been possible for the Commission to organize such publicity as would cover the whole field of unemployment insurance as it affects employees and employers. For the effective prosecution of the war and the urgent need of publicity of the National Selective Service programme, it was found necessary to defer somewhat whatever publicity might have been given to the unemployment insurance end of the organization.

## STATISTICS

All reports and data concerning the operation of the Employment Service and National Selective Service are compiled and published by the Research and Statistics Branch of the Department of Labour.

As to the insurance statistics, these are gathered by the Commission from Employment and Claims Offices and Regional and District Offices, and in the main are processed and analysed for reports issued by the Dominion Bureau of Statistics.

## PART III—EMPLOYMENT SERVICE

## INTRODUCTION

The Employment Offices Co-ordination Act, passed in May, 1918, by the Dominion Parliament, created a Dominion-Provincial employment service which later was designated as the Employment Service of Canada. This Service constituted a chain of employment offices stretching across Canada which were administered intra-provincially by the Provincial Governments, but co-ordinated inter-provincially by the Dominion Government. The Act provided for Dominion Government subventions to the provinces operating employment offices. These subsidies, amounting to \$150,000 each year, were distributed equitably among the provinces and were proportioned to the expenditures of each in relation to the total expenditures of all the provinces for the maintenance of employment offices.

The Unemployment Insurance Act, 1940, authorized the Unemployment Insurance Commission to organize and maintain an employment service for Canada. The Provinces of Nova Scotia, New Brunswick, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia signified their intentions of withdrawing from the public employment service field. On August 1, 1941, the Unemployment Insurance Commission took over the direction and control of the public employment offices in these seven provinces, and at the same time, relieved the Provinces of the expenses of operating their offices. The provincial offices continued to carry on placement activities until the Commission's Em-



ployment and Claims Offices were opened, at which time their work was transferred to the new offices.

With the opening of the Commission's Employment and Claims Offices in Quebec, the Provincial Government reduced the number of its employment offices and worked in close co-operation with the Commission to provide employment placement facilities in the province.

Prince Edward Island was not operating an employment office under the Employment Service of Canada, but an Employment and Claims Office of the Unemployment Insurance Commission has been established at Charlottetown.

#### PLACEMENT RECORDS

The year just closed has witnessed an increase in the personnel of Canada's Armed Forces, both male and female, in the demands of industry for workers, and an increase in essential primary production. New industrial plants, housing facilities, airports and military establishments have been constructed. In order to use the existing manpower and womanpower to the fullest extent in the national war effort, National Selective Service controls were instituted, requiring practically all employers to place their demands, and all workers seeking employment to register at our offices. The growing shortages of labour and seasonal demands required constant transfers of labour from one job or area to another; the changing phases of warfare on new battlefronts demanded changes in industrial programmes; and in all of these activities our whole administration, and particularly our local Employment and Claims Offices (now known as Employment and Selective Service Offices) played a part.

River pilots have been supplied for transport on the Mackenzie, welders for the pipe-line at Fort Norman, loggers for aeroplane spruce on the Queen Charlottes, coal miners and construction workers on Vancouver Island, fruit pickers for the Okanagan Valley, harvesters for the Prairies, base metal miners in northern Ontario, industrial workers for the Niagara Peninsula, construction labour for the power developments in northern Quebec, ship-builders in Nova Scotia, and there is scarcely a known skill that has not been sought for some district or for some vital war job.

It is not proposed in this report to attempt to discuss in any detail the work performed by the organization during the year. Appended will be found tables which indicate the numbers of persons who have applied to our offices and the demands for labour which have been filled. Our task has been made more difficult because of the necessity of building and training a new organization during the stress of war. (Appendices IV, V, VI, VII, VIII.)

#### NATIONAL EMPLOYMENT COMMITTEE

Increased activity on the part of the forty-two Local Employment Committees which come under the supervision of the National Employment Committee was shown during the year. As set forth in the Unemployment Insurance Act, the National Employment Committee was established for the purpose of advising and assisting the Commission in carrying out the purposes of the employment service. The introduction of the National Selective Service program broadened its scope to include matters connected with Selective Service as well as employment in its ordinary meaning. Regional and Local Employment Committees perform functions similar to those of the National Employment Committee in their particular spheres. Committees are representative of employers, employees, women, veterans, agriculture, etc.

Owing to the unfortunate illness of its Chairman, Mr. Tom Moore, at that time President of the Trades and Labour Congress of Canada, it was necessary to appoint an Acting Chairman, and Commissioner R. J. Tallon, of the Un-

employment Insurance Commission, assumed the duties of Chairman in September 1942. From Regional and Local Committees, the National Committee received copies of minutes of all meetings held throughout Canada and containing recommendations on a variety of matters connected with Employment and Selective Service. Subjects dealt with included farm labour, housing, absenteeism, income taxation on overtime in its relation to employment and absenteeism, part-time employment for both men and women and conditions in industrial plants.

Minutes received from the forty-two Local Committees and the five Regional Committees enable the National Committee to obtain a picture of general conditions prevailing across Canada as well as to observe employment problems in different localities.

Under the organization as set up, Local Employment Committees primarily advise the Local Manager of Employment and National Selective Service, but their recommendations which may have a wider application are sent on to the Regional Employment Committee. The Regional Committee advises the Regional Superintendent, but again its recommendations which may have wider implications are submitted to the National Committee. The National Committee is advisory to the Commission and the Director of National Selective Service.

Membership of the National Employment Committee at the end of the year was:—

Tom Moore, Ottawa, President of the Trades and Labour Congress of Canada, Chairman; Commissioner R. J. Tallon, Acting Chairman; Carl Berg, Edmonton, former President of the Edmonton Trades and Labour Council and Vice-President of the Alberta Federation of Labour; E. R. Complin, Montreal, Manager of Industrial Relations for the Canadian Industries Limited, representing the Canadian Manufacturers' Association; J. C. G. Herwig, Ottawa, Assistant General Secretary of the Canadian Legion, representing War Veterans; G. S. Hougham, Toronto, Dominion Secretary, Retail Merchants Association of Canada, representing the retail trade; Ivor R. Lewis, Toronto, Superintendent, T. Eaton Co. Ltd., representing the Canadian Chamber of Commerce; Mrs. Florence F. Martel, Montreal, representing women; A. R. Mosher, Ottawa, President of the Canadian Congress of Labour; and Mrs. C. H. Thorburn, O.B.E., Ottawa, Canadian Welfare Council.

#### VETERANS' WELFARE

The Commission has continued its arrangement with the Department of Pensions and National Health for the accommodation of the welfare officers and their staffs in local employment and claims offices for the purpose of dealing with veterans' problems.

This arrangement has proven very useful in dealing with employment problems in so far as they relate to returned soldiers and is of immense value in dealing with matters connected with the rehabilitation of veterans into civil life.

These welfare officers are located at the following points:—

Charlottetown, Halifax, Saint John, Quebec, Montreal, Ottawa, Toronto, Hamilton, London, Windsor, Winnipeg, Regina, Saskatoon, Edmonton, Calgary, Vancouver and Victoria.



## PART IV—UNEMPLOYMENT INSURANCE

## EMPLOYER-EMPLOYEE REGISTRATION

During the fiscal year ended March 31, 1943, the number of employers and employees registered under the Unemployment Insurance Act greatly increased. This was due to the continued high level of wartime business activity and the concentration of workers in insured employments. The registration of employers and employees and the renewal of insurance books were handled from the local offices.

Commencing April 1, 1942, insured persons were issued with a Registration Card (UIC 411), inscribed to the effect that the person whose signature it bears is registered with the Unemployment Insurance Commission as an insured person.

The number of insured employees registered at March 31, 1943, was 3,067,169, and the number of registered employers was approximately 168,337. Since many persons who were registered as insured persons during the period July 1, 1941, to March 31, 1943, may have left insurable employment, the 3,067,169 workers registered during this period is in excess of the number of insured workers at any given date. (Appendix IX.)

## MANPOWER INVENTORY AND REGISTRATION OF WOMEN

In connection with the National Selective Service programme, the Unemployment Insurance Commission undertook to secure for the Director of National Selective Service information regarding available sources of manpower and womanpower. This nation-wide inventory involved the registration according to skills, adaptability and availability for work of several groups within the population not previously registered by the Commission.

Under the manpower inventory, the following groups of persons were registered with the Commission for the first time: partners and proprietors of registered firms, uninsured employees of these firms, and male persons between the ages of 16 and 70, inclusive, who were unemployed at June 1, 1942.

The registration of women, carried out between September 14th and September 25th, affected women between the ages of 20 and 24 inclusive, not engaged in insurable employment on September 14, 1942.

Persons registered under the manpower inventory and registration of women were issued with a registration card (UIC 413). This card, which is similar to that given to insured persons, bears an inscription to the effect that the signatory is an uninsured person registered with the Commission.

The total number of uninsured persons registered during the period April 1, 1942 to March 31, 1943 was 861,502.

## COVERAGE

The only significant changes in coverage which were made during the year related to life insurance agents and persons employed in mines and in ship-building.

In the case of life insurance agents, an anomalous situation existed due to the fact that some agents were considered to be employed under a contract of service and insurable, whereas others were excepted where the employer-employee relationship did not exist. The Commission passed a regulation under Section 14 of the Act providing for the exception of all life insurance agents from November 21, 1942.

Action was taken under this same section to remove an anomaly existing in the case of miners where, owing to fluctuations in earnings resulting from various



methods of payment, it was extremely difficult to estimate annual earnings with any degree of certainty with the result that some miners were insurable and others excepted. The regulation, which is effective from February 16, 1943, provides for the inclusion within the insurable classes of all persons employed in a mine unless they are paid on a fixed salary basis exceeding in value \$2,000 a year.

Under the provisions of Order in Council P.C. 10156 dated January 7, 1942, contributions are required for employees whose remuneration exceeds in value \$2,000 a year for any reason which in the opinion of the Commission is a result of the state of war now existing. The Commission has expressed the opinion that the Order in Council has application to all employees in the ship-building industry whose earnings now exceed \$2,000 whereas prior to the war they were \$2,000 or less a year. The application of the Order to this industry is effective from April 1, 1943.

During the year, the Commission considered four applications for decision under Section 46 of the Act relating to the determination of questions.

One appeal was lodged with the Umpire under Section 47 and the Commission's decision upheld. The three other cases were referred to the Umpire under Section 49 of the Act; the Commission's decision was upheld in one case, and the others are pending.

#### CONTRIBUTIONS

Employer and employee contributions to the Unemployment Insurance Fund for the year ended March 31, 1943, amounted to \$57,435,304.54. Contributions are made according to a graded scale, but it has been found that in the country, as a whole, employers and employees contribute approximately equal amounts. During the same period, the Dominion Government paid \$11,487,060.90 to the Fund, or one-fifth of the total amount contributed by employees and employers. (Appendix X.)

Following is a brief explanation of the three methods by which contributions are made:

##### (1) *Stamps*

Unemployment Insurance stamps are purchased through the Post Offices and affixed to the employees' insurance books by the employer.

##### (2) *Meter Machine*

The employer purchases a meter machine credit from the Post Office and the contributions payable for each employee are recorded in the insurance books by the employer.

##### (3) *Bulk Payment*

The employer records on individual cards the days and amount of contributions payable by pay periods in respect of each employee and remits to the Head Office of the Commission each month the total amount recorded on the individual employees' cards.

The meter machine and bulk payment methods are designed principally for large employers. There are 517 and 160 employers operating under the meter machine and bulk payment methods respectively, the remaining 150,000 employers using the ordinary stamp method.

The combined employer and employee contributions under these methods are as follows:

Stamps.....	\$ 30,540,442 61
Meter Machine.....	13,645,258 63
Bulk Payment.....	13,375,941 24
	<hr/>
	\$ 57,561,642 48

(Appendix X.)

## INVESTIGATIONS AND INSPECTIONS OF EMPLOYERS

In order to ascertain whether employers had made proper contributions in respect of their insurable employees, and were complying with the other provisions of the Unemployment Insurance Act, Inspectors of Insurance Revenue made examinations of insured persons' insurance books and employers' records. From April 1, 1942, to March 31, 1943, 32,245 complete regular employer inspections were undertaken covering about 504,267 insurable persons. (Appendix XI.) In addition, 19,759 special investigations were conducted.

These inspections disclosed arrears of contributions amounting to \$635,-288.58, of which the sum of \$591,203.70 has been paid, leaving an outstanding balance of \$44,084.88 as at March 31, 1943.

The Inspectors attached to the Local Offices have also answered a great volume of inquiries on coverage, lost insurance books, failure to furnish insurance books on separation, non-compliance, complaints from employees, refunds, etc.

Regulation 6, sub-section 2 of the Contribution Regulations stipulates that contributions are payable within 72 hours after each pay period. It has been found in a good many cases on the first call by an Inspector that the employer is not familiar with the 72 hour regulation, and delinquency is not the result of any intentional non-compliance. Up to the present time, legal proceedings have only been instituted against employers who refused to pay assessments for contributions in arrears established against them by Inspectors after warning letters are sent from the Local, Regional and Head Office. Eighteen employers were successfully prosecuted for non-compliance, with total fines of \$881.93 imposed. Several other prosecutions have been recommended by the Inspectors and action thereon is being given consideration.

## UNEMPLOYMENT INSURANCE FUND

There is a special account in the Consolidated Revenue Fund called the *Unemployment Insurance Fund* to which the Minister of Finance from time to time credits all contributions paid under the Unemployment Insurance Act. The Minister also credits, out of monies provided by Parliament, an amount equal to one-fifth of the aggregate contributions made by employers and employees. Claims for Unemployment Insurance benefit and refunds of contributions may be made from the fund, but no other payments are a charge on the fund. Total assets of the Unemployment Insurance Fund as at March 31, 1943, amounted to \$114,011,083.08. (Appendix XII.)

## INVESTMENT COMMITTEE

An Investment Committee authorized all investments of the Unemployment Insurance Fund. This Committee consisted of the following members:—Mr. W. C. Clark, Deputy Minister of Finance, Mr. Graham F. Towers, Governor of the Bank of Canada, and Dr. Bryce M. Stewart, Deputy Minister of Labour. On January 1, 1943, Mr. Murdock M. Maclean, Director of Industrial Relations of the Department of Labour, was appointed as a member of the Advisory Committee replacing Dr. Stewart who had resigned as Deputy Minister of Labour. All reserves of the fund that were invested were placed in Dominion of Canada bonds as required by the Unemployment Insurance Act.

## CLAIMS

The first date on which claimants could qualify for benefit under the Unemployment Insurance Act was January 27, 1942. In the fiscal year 1942-43, a moderate number of claims for benefit were filed at the local offices of the Commission. Owing to the fact that employment under war conditions has



remained at a high level, the number of unemployed workers applying for benefit has been comparatively small, and the duration of unemployment for those who do become unemployed is relatively short.

In the previous fiscal year from January 27 to March 31, 1942, there were 3,539 claims filed at local offices and forwarded to the Regional and District Insurance Offices for adjudication. During the fiscal year ended March 31, 1943, 36,632 claims for benefit were filed at local offices and of them 34,104 were forwarded to the insurance offices.

The Insurance Officers responsible for adjudicating these claims for benefit allowed those claims that fulfilled the requirements of the Act and Regulations. Of the doubtful claims adjudicated on during this period, 26,713 claims were allowed, 7,165 claims were not allowed and 226 claims are pending. Certain doubtful claims were referred to Ottawa for review.

An analysis of the 7,165 claims not allowed by insurance officers reveals the following reasons for non-allowance: 2,505 claims under Section 28 (i) insufficient contributions; 221 claims under Section 28 (ii) in which 141 applications were not made in the prescribed manner and 80 claimants were not unemployed; 137 claims under Section 28 (iii) in which 88 claimants were not capable of work and 49 were not available for work; 149 claims under Section 43 (a) for loss of work due to labour dispute; 48 claims under Section 43 (b) (i) for refusal of an offer of work; 54 claims under Section 43 (b) (ii) for neglect of opportunity to work; 3,984 claims under Section 43 (c) in which 687 were disqualified because they were discharged due to their own misconduct, and 3,297 were disqualified for voluntarily leaving work without just cause; 3,984 claimants under Section 43 (d) for being under 16 years of age; 6 claimants under Section 43 (e) for being inmates of prisons, etc.; 2 under Section 43 (f) for being in class "O" contributions. Requests that claims be antedated were received numbering 6,808, of which 5,047 requests were allowed, 335 were partly allowed and 1,426 were not allowed.

The total number of benefit cheques issued from April 1, 1942 to March 31, 1943, was 79,664 and the total amount paid in Unemployment Insurance Benefit from the fund was \$716,057.76. (Appendix XIII.)

#### COURTS OF REFEREES: UMPIRE

There were 664 requests for references and 50 appeals by claimants during the fiscal year 1942-43 to the Courts of Referees. Of these 714 cases, 125 were allowed, 428 were disallowed, 64 were withdrawn and 97 were pending at the end of the year. Fifty claims were referred by Insurance Officers to the Courts of Referees for decision. Two appeals were made to the Umpire and the opinions of the Insurance Officers, as confirmed by the Courts of Referees, were upheld. (Appendix XIV.)

#### UNEMPLOYMENT INSURANCE UNDER THE POST-DISCHARGE RE-ESTABLISHMENT ORDER

The Post-Discharge Re-establishment Order, P.C. 7633, of October 1, 1941, was outlined in the first report of the Commission. The Order originally applied only to male persons in the Armed Forces of Canada, but has been extended to include the Women's Services and persons domiciled in Canada at the time of their enlistment in the Armed Forces of other units of the British Commonwealth.

#### UNEMPLOYMENT INSURANCE ADVISORY COMMITTEE

The annual report of the Advisory Committee required under Section 84 of the Unemployment Insurance Act was submitted to the Governor in Council. The Committee's report for the calendar year 1942 stated that the Unemploy-



ment Insurance Fund had been set up and that investments had been made as prescribed by the Act.

The Committee's report points out that the great excess of revenue over expenditures during 1942 and the gratifying size of the fund which is being built up should not be misunderstood. The liabilities against which it is accumulated are still in the future. Sums which it was necessary for Government to pay out to the unemployed during the decade before the present war far exceeded the size of the fund which has, as yet, been built up.

#### RECIPROCAL AGREEMENT WITH THE UNITED STATES

On April 12, 1942, the Governments of Canada and of the United States entered into an agreement by an exchange of notes to provide for the preservation of benefit rights of insured persons who had changed their place of residence from the one country to the other.

Under this reciprocal scheme the unemployment insurance agency of any jurisdiction (a jurisdiction is defined as any State or Canada) may perform services for the agency of any other jurisdiction in the taking and developing of any claim for benefit by an individual absent from such latter jurisdiction and desirous of claiming benefit under the unemployment insurance law of such jurisdiction. The claimant is registered for work by the local office at which he files his claim. If work is not available, the claim is forwarded by the Local Office to the unemployment compensation authority of the liable State, where the claim is adjudicated.

This arrangement provides not only that benefit rights are not lost by an insured person's removal from the one country to the other, but that duplication of benefit payments for the same period of unemployment is avoided, as no benefits are payable by another jurisdiction until the claimant's benefit rights, if any, under the law of the jurisdiction in which he files his claim have been exhausted or otherwise terminated.

Canada has agreed so far as possible to use the existing American claim forms for Interstate claims, as these forms are already used by the 51 States and Territories among themselves.

Instructions were issued to the various States by Washington in the latter part of 1942, and in January the first Interstate claims began to reach the Canadian Unemployment Insurance Commission. Up to March 31, 1943, ten such Interstate claims had been received. Of these, seven proved to be made on behalf of persons who were not insurable in Canada, two were allowed to lapse by the claimants and one was still pending. No payments, consequently, had been made at that date to claimants residing in the United States. Authority had, however, been provided for making payments by Order in Council P.C. 2555 of March 30, 1943, which had the effect of amending Section 43 (*e*) of the Unemployment Insurance Act, 1940. Prior to the adoption of this Order in Council, persons residing temporarily or permanently outside of Canada were ineligible for the receipt of benefit from the Canadian fund.

As at March, 1943, 23 States had notified Washington that they were willing to include Canada in the Interstate Benefit Payment Plan.

The text of the Reciprocal Agreement will be found in Appendix XV.

## APPENDIX I

P.C. 7994

PRIVY COUNCIL

CANADA

AT THE GOVERNMENT HOUSE AT OTTAWA

FRIDAY, the 4th day of September, 1942

PRESENT:

HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

Whereas consideration has been given to the problems arising out of the administration of the recently enacted National Selective Service Regulations, 1942, and discussions have been had with the several members of the Unemployment Insurance Commission, who have expressed a strong desire to co-operate in every way possible in the present emergency;

And whereas as a result of the discussion, it would appear advisable, for the efficient administration of the said National Selective Service Regulations, 1942, and more particularly to avoid duplication of services, to utilize the local employment and claims offices of the Unemployment Insurance Commission as well as the officers, clerks and employees of the Commission;

And whereas the Unemployment Insurance Commissioners concur in this opinion and have expressed their willingness to place at the disposal of the Minister of Labour the offices and personnel aforesaid and to afford all personal assistance in their power in connection with the administration of the regulations to serve the present emergency;

And whereas the Right Honourable W. L. Mackenzie King, Prime Minister and President of the Privy Council, recommends, with the concurrence of the Unemployment Insurance Commissioners, that for the security, defence, peace, order and welfare of Canada, the order herein-after set out be made;

Now, therefore, His Excellency the Governor General in Council under the authority of the War Measures Act, Chapter 206, Revised Statutes of Canada, 1927, is pleased to order and doth hereby order as follows:

1. The control and supervision of the officers, clerks and employees of the Unemployment Insurance Commission as well as the several premises occupied by the Commission are hereby placed at the disposal of the Minister of Labour for a period which shall end on a day fixed by a proclamation issued under section two of the War Measures Act to the effect that the war no longer exists or on such earlier day as may be fixed by Order in Council and the Minister of Labour may utilize such personnel and premises for the administration of the National Selective Service Regulations, 1942, and, without prejudice to the autonomy and continuity of the Unemployment Insurance Commission, shall in co-operation with the Unemployment Insurance Commissioners administer the Unemployment Insurance Act, 1940, along with the administration of the National Selective Service Regulations, 1942, aforesaid, and, in that behalf, may exercise the rights, powers, duties and functions of the Unemployment Insurance Commission, which rights, powers, duties and functions are hereby extended to the Minister of Labour for the period aforesaid.

2. The Chairman of the Unemployment Insurance Commission shall be fully informed by the Minister of Labour from time to time touching all matters relative to the administration of the Unemployment Insurance Act, 1940, and shall make representations from time to time to the Minister of Labour in order to prevent any infringement of and to secure such fair and liberal administration of the said Act as will best insure the attainment of the object thereof according to its true intent, meaning and spirit.

3. Notwithstanding anything contained in the Unemployment Insurance Act, 1940, one of the Commissioners may, with his consent, be appointed as Head of the Branch of the Department of Labour charged with the administration of the Unemployment Insurance Act and the National Selective Service Regulations, 1942, which shall be known as the Employment Service and Unemployment Insurance Branch. Such Commissioner shall, upon assuming such office, be known as the Director of Employment Service and Unemployment Insurance.

4. Notwithstanding anything contained in the Unemployment Insurance Act, 1940, one of the Commissioners may, with his consent, be assigned the duty of reviewing decisions of the Courts of Referees established under the Unemployment Insurance Act and of making representations to the Minister of Labour and to the referees aforesaid with the object of bringing about uniformity of decisions. Such Commissioner shall also be appointed, in the absence on account of illness of the Chairman, as Acting Chairman to the National Employment Committee authorized by section ninety of the Unemployment Insurance Act.

5. The officers, clerks and employees of the Unemployment Insurance Commission shall under the control and supervision of the Minister of Labour, in addition to the duties which may be required of them under the Unemployment Insurance Act, perform such duties as, the Minister of Labour may from time to time require in connection with the administration and enforcement of the National Selective Service Regulations, 1942, and amendments thereof.

(Sgd.) A. D. P. HEENEY,  
Clerk of the Privy Council.

## APPENDIX II

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office	— Ottawa, Ont.
Regional Offices	— Maritime Region — Moncton, N.B.
	— Quebec “ — Montreal, Que.
	— Ontario “ — Toronto, Ont.
	— Prairie “ — Winnipeg, Man.
	— Pacific “ — Vancouver, B.C.
District Offices	— London, Ont., North Bay, Ont., Edmonton, Alta., Saskatoon, Sask.

## EMPLOYMENT AND SELECTIVE SERVICE OFFICES

*Maritime Region—*

Prince Edward Island—Charlottetown, Summerside.  
 Nova Scotia—Amherst, Bridgewater, Dartmouth, Digby, Glace Bay, Halifax, Inverness, Kentville, Liverpool, New Glasgow, New Waterford, Pictou, Shelburne, Springhill, Sydney, Sydney Mines, Truro, Yarmouth.  
 New Brunswick—Bathurst, Campbellton, Edmundston, Fredericton, Minto, Moncton, Newcastle, Saint John, St. Stephen, Sussex, Woodstock.

*Quebec Region—*

Quebec—Acton Vale, Asbestos, Baie St. Paul, Beauharnois, Buckingham, Campbell's Bay, Causapsca, Chandler, Chicoutimi, Coaticook, Cowansville, Dolbeau, Drummondville, East Angus, Farnham, Granby, Hull, Joliette, Jonquiere, Lachine, Lachute, La Tuque, Levis, Longueuil, Louiseville, Magog, Matane, Megantic, Mont Laurier, Montmagny, Montmorency, Montreal, Nicolet, Plessisville, Pointe-aux-Trembles, Port Alfred, Quebec, Richmond, Rimouski, Riviere du Loup, Roberval, Rouyn, St. Agathe, Ste. Anne de Bellevue, St. Hyacinthe, St. Jean, St. Jerome, St. Joseph d'Alma, St. Therese, Shawinigan Falls, Sherbrooke, Sorel, Thetford Mines, Three Rivers, Val d'Or, Valleyfield, Verdun, Victoriaville.

*Ontario Region—*

Ontario—Arnprior, Barrie, Belleville, Bracebridge, Brampton, Brantford, Brockville, Carleton Place, Chatham, Cobourg, Collingwood, Cornwall, Dunnville, Fergus, Fort Erie, Galt, Gananoque, Goderich, Guelph, Hamilton, Hawkesbury, Ingersoll, Kapuskasing, Kingston, Kirkland Lake, Kitchener, Leamington, Lindsay, Listowel, London, Midland, Napanee, Newmarket, New Toronto, North Bay, Niagara Falls, Orangeville, Orillia, Oshawa, Ottawa, Owen Sound, Paris, Parry Sound, Pembroke, Perth, Peterborough, Pictou, Port Colborne, Port Hope, Prescott, Renfrew, St. Catharines, St. Thomas, Sarnia, Sault Ste. Marie, Simcoe, Smith's Falls, Stratford, Sturgeon Falls, Sudbury, Timmins, Toronto, Trenton, Walkerton, Wallaceburg, Welland, Weston, Windsor, Woodstock.

*Prairie Region—*

Ontario—Fort Frances, Fort William, Kenora, Port Arthur.  
 Manitoba—Brandon, Dauphin, Flin Flon, Portage la Prairie, Selkirk, St. Boniface, The Pas, Winnipeg.  
 Saskatchewan—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.  
 Alberta—Blairmore, Calgary, Drumheller, Edmonton, Edson, Lethbridge, Medicine Hat, Red Deer.  
 British Columbia—Dawson Creek.

*Pacific Region—*

British Columbia—Courtenay, Cranbrook, Duncan, Kamloops, Kelowna, Nanaimo, Nelson, New Westminster, North Vancouver, Penticton, Port Alberni, Prince George, Prince Rupert, Princeton, Trail, Vancouver, Vernon, Victoria.  
 Yukon—White Horse.



## APPENDIX III

ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT INSURANCE  
COMMISSION DURING THE PERIOD APRIL 1, 1942, TO  
MARCH 31, 1943

Salaries.....	\$ 2,715,013 74
Cost of Living Bonus.....	306,339 03
Advertising and Publicity.....	21,915 26
Telegrams, Telephones and Postage.....	258,870 36
Equipment.....	251,101 77
Lands and Buildings.....	73,696 77
Professional and Special Services.....	22,059 77
Rents.....	297,259 02
Printing and Stationery.....	214,439 03
Supplies and Materials.....	896 47
Freight, Express and Cartage.....	23,982 81
Travelling Expenses.....	158,929 53
Unemployment Insurance Stamps.....	14,260 51
Unemployment Insurance Workers' Books.....	24,974 69
Commission to P. O.—re stamps.....	243,000 00
Miscellaneous and Current Expenses.....	30,655 53
Total.....	\$ 4,657,394 29

## APPENDIX IV

APPLICATIONS FOR EMPLOYMENT AS REPORTED BY EMPLOYMENT AND  
SELECTIVE SERVICE OFFICES DURING THE YEAR APRIL 1, 1942,  
TO APRIL 1, 1943

Provinces	Men	Women	Totals
Prince Edward Island.....	5,019	2,108	7,127
Nova Scotia.....	62,509	26,819	89,328
New Brunswick.....	43,462	16,868	60,330
Quebec.....	418,053	160,487	578,540
Ontario.....	478,505	276,680	755,185
Manitoba.....	79,023	50,122	129,145
Saskatchewan.....	44,108	28,515	72,623
Alberta.....	77,487	41,569	119,056
British Columbia.....	163,567	79,004	242,571
Totals for Canada.....	1,371,733	682,172	2,053,905
Comparable Totals, Year 1941-42.....	519,556	240,072	759,628

## APPENDIX V

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY  
EMPLOYMENT AND SELECTIVE SERVICES OFFICES DURING THE  
YEAR APRIL 1, 1942, TO APRIL 1, 1943

Provinces	Men	Women	Totals
Prince Edward Island.....	2,563	914	3,477
Nova Scotia.....	70,037	23,773	93,810
New Brunswick.....	50,909	14,477	65,386
Quebec.....	425,957	169,569	595,526
Ontario.....	453,072	263,112	716,184
Manitoba.....	59,658	37,639	97,297
Saskatchewan.....	36,934	22,055	58,989
Alberta.....	67,366	31,118	98,484
British Columbia.....	174,238	70,260	244,498
Totals for Canada.....	1,340,734	632,917	1,973,651
Comparable Totals, Year 1941-42.....	333,019	196,530	529,549

## APPENDIX VI

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY  
EMPLOYMENT AND SELECTIVE SERVICE OFFICES IN THE VARIOUS  
PROVINCES DURING THE YEAR APRIL 1, 1942, TO APRIL 1, 1943

Provinces	Regular Placements		Casual Placements <sup>1</sup>		Total Placements		
	Men	Women	Men	Women	Men	Women	Totals
Prince Edward Island .....	2,889	871	33	3	2,922	874	3,796
Nova Scotia.....	42,711	13,561	588	4,211	43,299	17,772	61,071
New Brunswick.....	28,418	8,817	1,122	1,997	29,540	10,814	40,354
Quebec.....	225,819	89,957	2,265	5,392	228,084	95,349	323,433
Ontario.....	305,036	164,736	11,745	15,956	316,781	180,692	497,473
Manitoba.....	38,177	20,884	2,662	7,974	40,839	28,858	69,697
Saskatchewan.....	22,771	13,776	1,918	3,312	24,689	17,088	41,777
Alberta.....	48,218	19,654	2,925	4,099	51,143	23,753	74,896
British Columbia.....	107,720	44,088	6,486	6,864	114,206	50,952	165,158
Totals for Canada....	821,759	376,344	29,744	49,808	851,503	426,152	1,277,655
Comparable Totals, Year 1941-42....	237,506	61,019	73,949	103,562	311,455	164,581	476,03

<sup>1</sup>Placements are termed "casual" when the duration of the employment offered is seven days or less.

## APPENDIX VII

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS, DURING  
THE YEAR APRIL 1, 1942, TO APRIL 1, 1943

Months	Regular Placements		Casual Placements <sup>1</sup>		Total Placements		
	Men	Women	Men	Women	Men	Women	Totals
1942							
April.....	17,225	4,838	3,618	5,848	20,843	10,686	31,529
May.....	19,377	4,823	3,864	6,136	23,241	10,959	34,200
June.....	24,812	7,291	2,814	5,064	27,626	12,355	39,981
July.....	36,825	10,484	2,492	4,248	39,317	14,732	54,049
August.....	34,362	9,633	2,273	4,092	36,635	13,725	50,360
September.....	66,391	30,943	1,707	3,786	68,098	34,729	102,827
October.....	105,908	49,477	1,818	4,182	107,726	53,659	161,385
November.....	128,416	69,006	1,752	3,085	130,168	72,091	202,259
December.....	96,805	46,561	1,825	3,567	98,630	50,128	148,758
1943							
Jan. 1 to Jan. 28.....	90,638	40,431	4,200	3,082	94,838	43,513	138,351
Jan. 29 to Feb. 25.....	88,444	43,919	1,658	2,821	90,102	46,740	136,842
Feb. 26 to Apr. 1.....	112,556	58,938	1,723	3,897	114,279	62,835	177,114
Total, 1942-43.....	821,759	376,344	29,744	49,808	851,503	426,152	1,277,655

<sup>1</sup>Placements are termed "casual" when the duration of the employment offered is seven days or less.

## VACANCIES AND PLACEMENTS IN REGULAR

DURING THE YEAR APRIL 1,

INDUSTRY  Employer's product or activity	PRINCE EDWARD ISLAND			NOVA SCOTIA			NEW BRUNSWICK			QUEBEC		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
<b>Agriculture.....</b>	<b>42</b>	<b>24</b>		<b>579</b>	<b>206</b>	<b>4</b>	<b>172</b>	<b>90</b>	<b>5</b>	<b>796</b>	<b>3,287</b>	<b>5</b>
<b>Fishing, Hunting and Trapping.....</b>	<b>71</b>	<b>79</b>		<b>310</b>	<b>140</b>	<b>5</b>	<b>65</b>	<b>37</b>	<b>2</b>	<b>77</b>	<b>74</b>	
<b>Forestry and Logging.....</b>	<b>30</b>	<b>184</b>		<b>4,573</b>	<b>1,517</b>	<b>28</b>	<b>17,377</b>	<b>3,765</b>	<b>11</b>	<b>78,914</b>	<b>21,224</b>	
<b>Mining.....</b>	<b>1</b>	<b>1</b>		<b>3,146</b>	<b>1,669</b>	<b>23</b>	<b>1,074</b>	<b>508</b>		<b>6,659</b>	<b>4,270</b>	<b>80</b>
Coal.....				2,875	1,489	23	890	410		15	11	1
Oil, Gas Wells and Quarrying.....	1	1		111	82		69	64		1,108	633	
Other Mining.....				160	98		115	34		5,536	3,626	79
<b>Manufacturing.....</b>	<b>419</b>	<b>551</b>		<b>21,643</b>	<b>18,012</b>	<b>89</b>	<b>13,524</b>	<b>8,856</b>	<b>95</b>	<b>283,225</b>	<b>163,337</b>	<b>589</b>
Animal Foods.....	80	49		956	509	9	735	461	13	3,115	1,703	3
Leather and Fur Products.....	1	1		105	68		139	125	2	10,254	5,326	8
Vegetable Foods.....	15	19		566	393	5	1,364	970	11	9,045	4,965	5
Other Vegetable Products.....	20	33		1,257	765		821	617		10,733	6,007	12
Pulp and Paper Products and Printing.....	38	33		500	263	59	1,411	855	29	12,049	6,548	113
Sawmills.....	10	10		550	413	2	1,279	877	4	3,101	1,695	14
Other Wood Products.....	3	3		408	239		1,919	1,295	4	5,522	3,054	19
Textile Products.....	39	38		1,310	1,012	3	816	640	6	51,807	28,586	70
Iron and its Products.....	90	236		17,736	13,410	8	3,070	2,150	17	129,339	70,633	148
Non-Ferrous Metal Products.....	3	2		13	69		233	262	4	22,145	16,686	7
Non-Metallic Mineral Products.....				505	394	1	352	108	1	3,499	2,456	134
Chemical Products.....	112	120		298	147		779	431		10,584	7,109	21
Miscellaneous Products.....	6	6		203	167	1	493	271	2	8,218	5,726	25
Electricity, Gas and Water Supply.....	2	1		146	103	1	113	94	2	3,850	2,843	10
<b>Construction.....</b>	<b>936</b>	<b>1,185</b>		<b>28,946</b>	<b>17,790</b>	<b>49</b>	<b>10,823</b>	<b>9,515</b>	<b>104</b>	<b>82,421</b>	<b>51,172</b>	<b>521</b>
Building.....	936	1,185		26,394	16,012	43	8,322	7,930	88	65,878	42,917	391
Highway.....				866	587	1	56	54		2,145	1,207	53
Railway and All Other.....				1,686	1,191	5	2,445	1,531	16	14,398	7,048	77
<b>Communication.....</b>	<b>52</b>	<b>49</b>		<b>479</b>	<b>306</b>	<b>9</b>	<b>370</b>	<b>275</b>	<b>4</b>	<b>1,845</b>	<b>1,009</b>	<b>8</b>
<b>Transportation.....</b>	<b>266</b>	<b>202</b>	<b>17</b>	<b>4,741</b>	<b>2,780</b>	<b>20</b>	<b>3,758</b>	<b>2,926</b>	<b>135</b>	<b>21,616</b>	<b>11,270</b>	<b>307</b>
Air.....	20	16		198	174		256	242	3	1,577	1,042	3
Railway (including Express).....	85	74		1,915	1,143	6	2,490	1,874	100	11,562	5,822	168
Water.....	85	65	15	1,735	922	12	306	263	9	1,466	663	70
All Other.....	76	47	2	893	541	2	706	547	23	7,011	3,743	66
<b>Trade.....</b>	<b>590</b>	<b>529</b>	<b>1</b>	<b>7,813</b>	<b>4,692</b>	<b>257</b>	<b>5,828</b>	<b>4,637</b>	<b>311</b>	<b>42,719</b>	<b>24,070</b>	<b>395</b>
<b>Finance and Insurance.....</b>	<b>39</b>	<b>34</b>		<b>546</b>	<b>338</b>	<b>4</b>	<b>422</b>	<b>319</b>	<b>27</b>	<b>4,910</b>	<b>2,670</b>	<b>18</b>
<b>Services.....</b>	<b>1,031</b>	<b>922</b>	<b>18</b>	<b>18,034</b>	<b>8,820</b>	<b>4,311</b>	<b>11,973</b>	<b>6,307</b>	<b>2,425</b>	<b>72,344</b>	<b>33,393</b>	<b>5,734</b>
Business.....	9	6		1,653	1,186	41	1,119	850	55	2,288	1,078	43
Hotel and Restaurant.....	280	253		4,137	2,872	32	3,603	2,347	383	21,777	11,583	176
Professional and Public.....	523	446	15	4,494	2,786	45	2,702	2,097	122	24,701	12,586	124
Recreational.....	13	13		296	194	28	334	251	35	2,522	1,381	30
Domestic.....	57	31	1	5,851	657	4,115	3,767	534	1,801	12,054	2,231	5,030
All Other.....	146	173	2	1,603	1,125	50	368	228	29	9,002	4,534	331
<b>Totals.....</b>	<b>3,477</b>	<b>3,760</b>	<b>36</b>	<b>93,810</b>	<b>56,272</b>	<b>4,799</b>	<b>65,386</b>	<b>37,235</b>	<b>3,119</b>	<b>595,526</b>	<b>315,776</b>	<b>7,657</b>
Men.....	2,563	2,889	33	70,037	42,711	588	50,909	28,418	1,122	425,957	225,819	2,265
Women.....	914	871	3	23,773	13,561	4,211	14,477	8,817	1,997	169,569	89,957	5,392



III

## ND CASUAL EMPLOYMENT BY INDUSTRIES

942, TO APRIL 1, 1943

ONTARIO			MANITOBA			SASKATCHEWAN			ALBERTA			BRITISH COLUMBIA			TOTAL		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
8,980	6,802	640	4,896	2,543	49	13,162	4,072	226	9,713	6,080	285	5,281	1,536	397	43,621	24,640	1,611
235	144	.....	152	62	5	8	4	.....	27	29	.....	89	72	1	1,034	641	13
51,411	24,198	24	8,354	4,521	16	2,299	1,120	.....	5,728	3,622	1	21,513	12,580	13	190,199	72,731	83
9,284	7,475	41	3,489	1,873	17	868	672	6	5,719	3,593	9	7,110	3,652	1	37,350	23,713	189
28	19	.....	101	19	.....	738	325	5	4,574	2,800	7	1,783	630	3	11,004	5,703	39
739	444	10	46	28	2	33	19	1	817	493	2	425	150	3	3,349	1,914	18
8,517	7,012	31	3,342	1,826	15	97	328	.....	328	300	.....	4,902	2,872	7	22,997	16,096	132
43,323	24,113	2,629	23,168	16,257	776	5,762	6,648	205	13,382	11,135	274	86,907	58,005	1,054	794,353	526,914	5,711
6,594	4,254	54	3,073	2,015	24	1,356	1,065	37	3,320	2,738	35	4,253	2,845	69	23,482	15,699	244
7,320	4,504	40	1,160	612	25	108	65	17	124	84	9	656	425	30	19,867	11,210	131
22,135	14,295	326	2,015	1,497	148	468	347	17	1,098	747	41	4,727	3,615	81	41,433	26,848	634
14,244	11,004	128	562	274	25	253	176	26	411	351	7	1,058	863	10	29,359	20,090	208
16,720	10,797	240	1,491	1,029	55	316	901	20	440	378	13	3,728	1,864	2	36,693	22,368	531
3,806	2,372	255	213	158	14	261	322	9	1,048	1,220	11	13,238	9,330	58	23,506	16,397	367
13,498	9,969	273	954	552	19	260	193	16	717	539	13	3,324	2,446	23	26,605	18,290	367
37,857	24,245	194	3,103	1,835	106	64	131	6	868	629	5	1,399	928	5	97,263	58,044	395
57,405	115,934	532	7,180	6,144	155	2,044	2,899	21	2,795	2,269	108	47,786	31,087	605	367,445	244,762	1,594
32,014	23,517	282	417	234	31	53	116	2	393	517	1	2,534	1,731	31	57,805	43,134	358
9,484	6,424	69	698	242	57	344	257	11	1,210	923	12	953	562	41	17,135	11,306	326
11,822	8,739	96	1,132	768	49	54	41	12	333	251	4	806	480	31	25,884	18,086	213
7,563	6,092	77	740	378	68	98	79	4	370	304	12	1,774	1,356	62	19,465	14,379	251
2,861	1,967	63	430	519	.....	83	56	7	255	185	3	671	473	6	8,411	6,241	92
66,541	46,631	821	7,105	7,802	282	2,911	3,030	181	17,258	13,955	426	41,324	26,635	326	258,265	177,715	2,710
55,216	38,617	756	6,515	6,954	257	2,259	2,139	175	9,415	7,252	362	30,118	19,798	277	205,053	142,804	2,349
3,955	2,826	28	95	390	.....	91	146	.....	4,313	4,335	50	6,633	3,585	29	18,154	13,130	161
7,370	5,188	37	495	458	25	561	745	6	3,530	2,368	14	4,573	3,252	20	35,058	21,781	200
2,858	1,708	24	306	179	3	148	117	1	539	406	2	2,007	1,084	3	8,604	5,135	54
32,847	20,911	1,649	6,711	4,437	159	3,157	2,305	163	9,015	5,956	338	13,011	9,029	886	95,122	59,816	3,674
2,764	1,739	79	1,222	816	1	729	535	6	2,098	1,391	4	2,371	1,534	105	11,235	7,489	201
13,026	8,839	342	3,168	2,376	34	1,202	932	32	3,583	2,519	185	2,535	1,689	229	39,566	25,268	1,096
5,515	3,348	302	39	29	8	6	.....	2	219	120	6	5,551	4,224	286	14,922	9,639	710
11,542	6,985	926	2,282	1,216	116	1,220	833	123	3,115	1,926	143	2,554	1,582	266	29,399	17,420	1,667
66,113	44,862	2,083	14,573	9,479	1,171	9,873	7,198	815	11,425	8,145	1,253	19,965	14,029	1,292	178,899	117,641	7,578
7,423	4,868	86	1,328	852	61	747	516	29	771	595	9	2,960	1,968	86	19,146	12,160	320
27,169	68,060	19,704	27,215	11,056	8,097	20,054	10,865	3,604	24,907	14,356	4,427	44,331	23,218	9,289	347,058	176,997	57,609
5,443	4,057	165	539	337	10	515	382	23	550	393	42	1,855	1,532	93	14,051	9,821	472
31,805	20,275	415	6,073	3,941	257	5,169	3,778	110	6,205	4,727	123	19,085	12,295	1,133	98,134	62,071	2,629
41,356	29,306	1,274	6,982	4,102	405	5,850	4,453	226	7,447	5,935	184	10,096	6,133	2,506	104,154	67,844	4,901
4,038	2,256	328	683	322	63	298	186	53	782	498	115	962	561	64	9,928	5,662	716
32,502	4,613	16,290	11,312	1,369	7,252	6,787	1,052	3,020	7,411	1,282	3,408	10,586	1,485	5,355	90,327	13,254	46,272
12,025	7,553	1,232	1,626	985	110	1,435	1,014	172	2,512	1,521	555	1,747	1,212	138	30,464	18,345	2,619
716,184	469,772	27,701	97,297	59,061	10,636	58,989	36,547	5,230	98,484	67,872	7,024	244,498	151,808	13,350	1,973,651	1,198,103	79,552
153,072	305,036	11,745	59,658	38,177	2,662	36,934	22,771	1,918	67,366	48,218	2,925	174,238	107,720	6,486	1,340,734	821,759	29,744
263,112	164,736	15,956	37,639	20,884	7,974	22,055	13,776	3,312	31,118	19,654	4,099	70,260	44,088	6,864	632,917	376,344	49,808

## APPENDIX IX

REGISTRATION OF INSURED PERSONS DURING THE PERIOD APRIL 1, 1942,  
TO AUGUST 31, 1942<sup>1</sup>

INDUSTRY Employer's product or activity	Canada	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
Agriculture <sup>2</sup> .....	2,311	13	42	32	268	812	195	157	171	621
Fishing, Hunting and Trapping <sup>2</sup> .....	440	.....	108	47	34	43	36	.....	14	167
Forestry and Logging <sup>2</sup> .....	3,342	.....	182	103	1,647	733	29	12	127	509
Mining—										
Coal.....	20,020	.....	15,824	1,187	27	16	26	441	8,384	3,115
Oil, Gas Wells and Quarry- ing.....	8,071	.....	577	105	2,501	1,934	222	72	1,867	793
Other Mining.....	55,432	.....	418	36	15,035	28,330	2,396	292	741	8,184
Manufacturing—										
Animal Foods.....	38,903	197	3,170	2,176	6,128	11,385	3,760	2,341	4,986	4,760
Leather and Fur Products..	42,342	25	255	436	22,098	17,053	1,278	202	174	821
Vegetable Foods.....	55,612	113	2,605	2,181	12,996	27,454	2,779	1,185	2,156	4,143
Other Vegetable Products..	44,527	31	480	481	21,994	18,846	873	396	464	962
Pulp and Paper Products and Printing.....	91,377	119	2,030	4,132	33,876	39,561	2,728	696	952	7,283
Sawmills and Planing Mills.	51,401	36	1,483	2,749	11,123	10,562	676	584	2,139	22,049
Other Wood Products.....	39,462	54	1,433	1,291	11,560	18,418	1,455	503	1,069	3,679
Textile Products.....	189,568	29	3,415	2,502	101,241	73,097	5,764	159	1,149	2,212
Iron and Its Products.....	482,957	261	21,952	5,438	143,425	240,094	18,020	5,046	8,941	39,780
Non-Ferrous Metal Pro- ducts.....	86,610	.....	166	635	29,326	50,026	1,186	91	274	4,906
Non-Metallic Mineral Pro- ducts.....	31,764	.....	1,142	632	9,196	15,447	1,004	787	2,022	1,534
Chemical Products.....	46,283	67	527	484	18,156	22,063	1,958	271	500	2,237
Miscellaneous Products.....	34,290	29	107	373	9,133	22,544	650	95	298	1,061
Electricity, Gas and Water Supply.....	21,391	49	962	395	5,880	10,176	910	337	884	1,798
Construction—										
Building and Structures....	141,892	404	15,463	4,613	59,196	35,953	5,053	3,383	7,284	10,540
Highway.....	11,463	166	903	321	1,125	5,115	373	301	1,924	1,235
All Other.....	7,316	47	1,222	303	2,132	2,073	179	113	665	582
Transportation and Communi- cation—										
Air <sup>2</sup> .....	3,386	11	18	149	532	426	1,287	457	435	71
Railway (including Express)	115,080	500	5,595	8,970	30,330	32,197	11,870	8,100	10,536	6,982
Water <sup>2</sup> .....	6,362	46	595	226	2,996	1,552	91	.....	114	742
All Other.....	81,524	276	3,585	2,328	21,801	29,908	5,665	4,253	4,046	9,662
Trade.....	361,422	1,594	17,287	11,295	86,852	144,080	27,547	17,642	21,287	33,838
Finance and Insurance.....	67,534	227	1,914	1,164	18,875	29,860	5,089	2,430	2,631	5,344
Services—										
Business.....	11,952	.....	202	92	3,818	4,942	1,037	324	537	1,000
Hotel and Restaurant.....	117,971	452	4,713	2,850	31,783	43,291	7,353	6,281	8,695	12,553
Professional and Public....	103,235	457	5,062	2,818	21,736	46,503	6,989	5,959	6,731	6,980
Recreational.....	14,962	58	574	357	3,911	6,269	925	558	743	1,567
All Other.....	39,706	190	1,725	1,011	10,444	16,667	2,343	1,289	2,021	3,816
Totals.....	2,438,917 <sup>3</sup>	5,451	115,736	61,912	751,175	1,007,430	121,946	64,760	104,961	205,546

<sup>1</sup> This statistical summary of the registration of insured persons is based upon registration cards (U.I.C. 409's) completed by employers which were received at the Dominion Bureau of Statistics from the Unemployment Insurance Commission during the period April 1, 1942, to August 31, 1942.

<sup>2</sup> For the purpose of classifying insured persons by industry, the census classification is used. The Unemployment Insurance Act excepts from unemployment insurance persons engaged in certain employments, e.g., "employment in agriculture, horticulture, and forestry, employment in fishing, etc." However, it is possible that persons who under the census classification are in exempted employment, may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time, the employing firm or person may be placed in agriculture according to the census classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally exempted.

<sup>3</sup> The number of insured persons registered during the period April 1, 1942, to August 31, 1942, does not represent the number of insured workers at any given date.

## APPENDIX X

## UNEMPLOYMENT INSURANCE FUND: STATEMENT OF REVENUE AND EXPENDITURES FOR THE YEAR ENDED MARCH 31, 1943

## REVENUE

<i>Contributions—Employers and Employees—</i>		
Stamps.....	\$30,540,442 61	
Meter Impressions.....	13,645,258 63	
Bulk Payments.....	13,375,941 24	
Miscellaneous.....	683 92	
Penalties and Costs.....	638 11	
	<u>\$57,562,964 51</u>	
Less Refunds.....	127,674 97	
		\$57,435,289 54
<i>Contributions—Dominion Government—</i>		
(20%).....		11,487,057 90
<i>Interest on Investment Securities—</i>		
Net interest earned after provision for amortization of premium and discount.....		1,787,422 04
<i>Profit on Sale of Investment Securities.....</i>		53,026 52
		<u>\$ 70,762,796 00</u>
EXPENDITURES		
<i>Benefit Payments.....</i>	\$ 716,012 75	
<i>Net Revenue.....</i>	70,046,783 25	
		<u>\$ 70,762,796 00</u>

## APPENDIX XI

## INVESTIGATIONS AND INSPECTIONS OF EMPLOYERS COMPLETED BY INSPECTORS OF INSURANCE REVENUE DURING THE FISCAL YEAR ENDED MARCH 31, 1943

Region	Number of Registered Employers	Number of Special Investigations (Complaints, Recalls to collect assessments, Non-Registration, etc.)	Number of Complete Employer Inspections	Insurable Employees Covered
Maritimes.....	12,655	366	3,183	30,711
Quebec.....	47,460	7,691	6,171	49,796
Ontario.....	61,906	6,009	10,664	223,783
Prairies.....	32,646	2,695	6,956	67,020
Pacific.....	13,670	2,998	5,271	132,957
Totals.....	168,337	19,759	32,245	504,267

## APPENDIX XII

## UNEMPLOYMENT INSURANCE FUND: BALANCE SHEET AS AT MARCH 31, 1943

## ASSETS

<i>Cash—</i>		
Deposited to credit of Receiver General.....	\$ 5,639,004 90	
<i>Investment Securities (at Book Value)—</i>		
Bonds issued by Dominion of Canada (at cost).....	\$107,434,891 98	
(Par Value \$104,848,000.00)		
Less amortization of Premium and Discount.....	133,103 18	
	<u>\$107,301,788 80</u>	
<i>Accrued Interest on Investments.....</i>	1,070,289 38	
	<u>\$114,011,083 08</u>	

## LIABILITIES

Refundable Contributions to Unlocated Persons.....	\$ 53 15	
<i>Balance at Credit of Fund—</i>		
Net Revenue for nine months ended March 31, 1942... \$ 43,964,246 68		
Net Revenue for year ended March 31, 1943.....	70,046,783 25	
		<u>\$114,011,029 93</u>
		<u>\$114,011,083 08</u>



## APPENDIX XIII

INITIAL AND RENEWAL CLAIMS FILED AT LOCAL OFFICES: CLAIMS RECEIVED BY INSURANCE OFFICES FOR ADJUDICATION; NUMBER OF BENEFIT CHEQUES; AMOUNT PAID IN INSURANCE BENEFIT DURING THE FISCAL YEAR 1942-43

Insurance Offices	Claims filed at Local Offices	Claims received at Insurance Offices	Claims		No. of Benefit Cheques Issued	Amount of Benefit Paid
			Allowed	Not Allowed		
Moncton.....	5,672	5,395	4,725	583	6,650	60,892 45
Montreal.....	13,427	12,623	9,222	3,427	30,492	265,349 04
Toronto.....	5,402	5,144	3,691	1,467	9,550	95,519 70
London.....	753	641	555	130	2,055	17,717 59
North Bay.....	833	809	703	109	1,432	9,081 80
Winnipeg.....	4,237	3,826	3,018	702	12,526	112,150 87
Saskatoon.....	1,467	1,372	1,150	207	4,655	41,952 21
Edmonton.....	2,220	2,015	1,750	255	6,813	63,471 05
Vancouver.....	2,621	2,279	1,899	285	5,491	49,923 05
Totals.....	36,632	34,104	26,713	7,165	79,664	\$ 716,057 76

NOTE.—There are five Regional Insurance Offices: Moncton, Montreal, Toronto, Winnipeg and Vancouver; and four District Insurance Offices: London, North Bay, Saskatoon and Edmonton. It is at these Regional and District Offices that claims for benefit are adjudicated and benefit cheques prepared.

## APPENDIX XIV

CLAIMS FOR REFERENCE OR APPEAL TO COURTS OF REFEREES DURING THE FISCAL YEAR 1942-43

Insurance Offices	Requests from Claimants		References by Insurance Officer	Total	Not Yet Heard	Withdrawn	Heard	Court's Decision	
	References	Appeals						Allowed	Not Allowed
Moncton.....	2	4	3	9	1	1	7	3	4
Montreal.....	296	20	104	420	59	11	350	158	192
Toronto.....	167	15	3	185	17	31	137	34	103
London.....	12	.....	5	17	.....	6	11	4	7
North Bay.....	12	.....	.....	12	.....	1	11	2	9
Winnipeg.....	105	2	8	115	8	7	100	21	79
Saskatoon.....	15	4	.....	19	3	.....	16	1	15
Edmonton.....	21	5	3	29	6	3	20	6	14
Vancouver.....	34	.....	.....	34	3	4	27	3	24
Totals.	664	50	126	840	97	64	679	232	447

NOTE.—Two appeals from the Court of Referees decision were made to the Umpire during the year and in both cases the decision of the Court was upheld.

## APPENDIX XV

AGREEMENT BETWEEN THE GOVERNMENT OF CANADA AND THE  
GOVERNMENT OF THE UNITED STATES OF AMERICA, APRIL 12, 1942

## ARTICLE I

(a) In this agreement, unless the context otherwise requires,

- (i) "agency" means any officer, board, commission or other authority designated by an Unemployment Insurance Law in force in any state or in Canada to administer the Unemployment Insurance Fund for which provision is made by such Unemployment Insurance Law;
- (ii) "state" means any state of the United States of America, the territories of Alaska and Hawaii, and the District of Columbia;—
- (iii) "Social Security Board" means the Board designated in the Social Security Act to administer those provisions of the laws of the United States of America which relate to the Federal-State unemployment insurance program;
- (iv) "jurisdiction" means any State or Canada.

(b) Services performed by an individual for an employer shall be deemed to be localized within a jurisdiction if—

- (i) such services are performed entirely within such jurisdiction, or
- (ii) such services are performed both within and without such jurisdiction, but the services performed without such jurisdiction are incidental to the individual's services performed within such jurisdiction, for example, are temporary or transitory in nature or consist of isolated transactions.

## ARTICLE II

This agreement shall not be applicable to employment with respect to which contributions are payable under The Railroad Unemployment Insurance Act of the United States of America or to the periods of unemployment with respect to which benefits are payable under that Act.

## ARTICLE III

The Government of the United States of America agrees that the Social Security Board will recommend to each of the states that it carry out the provisions herein contained, and Canada agrees to carry out such provisions: Provided that if any state does not substantially carry out any such provisions, the Unemployment Insurance Commission of Canada may suspend the operation of such provision with reference to such state.

## ARTICLE IV

(a) An individual's entire services for an employer in insurable employment as defined in the unemployment insurance law of a jurisdiction will be insured under the unemployment insurance law of such jurisdiction in respect of services performed by him within, or both within and without such jurisdiction if—

- (1) his services are localized in such jurisdiction, or
- (2) his services are not localized in any jurisdiction but some of his services are performed in such jurisdiction, and
  - (i) his base of operations, or if he has no base of operations, the place from which his services are directed or controlled, is in such jurisdiction, or
  - (ii) his base of operations or the place from which his services are directed or controlled is not in any jurisdiction in which some of his services are performed, but his residence is in such jurisdiction.

(b) If Clauses 1 and 2 of paragraph (a) of this article do not apply with respect to an individual's services, the agency of any jurisdiction may approve, subject to such conditions as it may prescribe or as may be prescribed by its unemployment insurance law, an election by such individual's employer pursuant to which such individual's entire services for that employer shall be deemed to be insured employment under the unemployment insurance law of such jurisdiction.

## ARTICLE V

The Agency of any jurisdiction may perform services for the agency of any other jurisdiction in the taking and development of any claim for benefits by an individual absent from such latter jurisdiction and desirous of claiming benefits under the unemployment insurance law of such jurisdiction.

## ARTICLE VI

(a) To avoid the duplication of unemployment insurance payments with respect to the same period of unemployment, no benefits shall be payable on the basis of a claim filed through an agency of another jurisdiction unless the claimant's benefit rights, if any, under the law of the jurisdiction in which he files his claim shall have been exhausted or otherwise terminated.

(b) If, after such rights have been exhausted or otherwise terminated, any such individual has rights under the unemployment insurance laws of two or more jurisdictions, such individual may be required to exhaust or otherwise terminate his rights to benefits under such other laws in such order as may be determined jointly by the Social Security Board of the United States of America and the Unemployment Insurance Commission of Canada, to be reasonable and just as between all affected interests.

## ARTICLE VII

This agreement may be amended by mutual arrangement, evidenced by an exchange of notes between the two Governments, and may be terminated by either Government after sixty days' notice to the other Government.







1944  
—  
CANADA

## THIRD REPORT

OF THE

# UNEMPLOYMENT INSURANCE COMMISSION

---

FOR THE FISCAL YEAR ENDING MARCH 31, 1944

---



PRESENTED TO PARLIAMENT BY COMMAND

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1944



*To His Excellency Major-General the Right Honourable the Earl of Athlone, K.G.  
P.C., G.C.B., G.C.M.G., G.C.V.O., D.S.O., A.D.C., Governor General and  
Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Unemployment Insurance Commission for the fiscal year ending March 31, 1944, all of which is respectfully submitted.

HUMPHREY MITCHELL,  
*Minister of Labour.*

To the HON. HUMPHREY MITCHELL,  
MINISTER OF LABOUR.

SIR,—We have the honour to submit herewith, for the information of Parliament, the third Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1943, to March 31, 1944, except where otherwise indicated.

The report is prepared in compliance with Section 94 of the Unemployment Insurance Act.

Respectfully submitted,

LOUIS J. TROTTIER,  
*Chief Commissioner.*

ROBERT J. TALLON,  
*Commissioner.*

ALLAN M. MITCHELL,  
*Commissioner.*

July 20th, 1944.





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# UNEMPLOYMENT INSURANCE COMMISSION

## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1944

Presented to Parliament Pursuant to the Provisions of the Unemployment Insurance Act, 1940, as amended

### PART I—INTRODUCTION

#### BRIEF HISTORY OF LEGISLATION

The Unemployment Insurance Act, which became law on August 7, 1940, was the first venture of the Dominion Government into the field of social legislation on a national basis. At one time or another extending over a period of more than twenty years, state insurance against unemployment was the subject of public discussion and negotiations by labour unions, industrial organizations as well as Provincial and Federal Governments.

In 1919, the Royal Commission on Industrial Relations and the National Industrial Conference both recommended enquiry into state insurance against unemployment. In 1928, and again in 1929, standing Committees of the House of Commons on "Industrial and International Relations" endorsed the principle of unemployment insurance in Canada, based on compulsory contributions from State, employers and employees. In 1935, the Employment and Social Insurance Act was passed by Parliament but was declared *ultra vires* of the Dominion Government by the Supreme Court of Canada, and, later, by the Judicial Committee of the Privy Council in England. It was held that according to the British North America Act such legislation was basically of provincial jurisdiction.

The National Employment Commission (1936-37) and the Commission on Dominion-Provincial Relations (1937-40) recommended that Canada should establish compulsory unemployment insurance on a national basis. In 1937, the Prime Minister of Canada sought the acquiescence of the nine provinces to an amendment to the British North America Act empowering the Federal Parliament to enact unemployment insurance legislation.

By June 1940, the provinces had agreed and, soon after, at the request of the Dominion Government, the British Parliament passed the necessary amendment. Dominion-wide agreement having been achieved and constitutional difficulties removed, an unemployment insurance Bill was introduced in the House of Commons. The Bill having received the endorsement of all parties, the Unemployment Insurance Act was enacted.

#### GENERAL

The Unemployment Insurance Commission was appointed in October 1940. The insurance provisions of the Act were proclaimed as from July 1, 1941.

Approximately three years' experience is far too small to provide much that is definite, particularly when the organization set up was required to break new ground, first in introducing the principles of unemployment insurance, and



second in the creation of a National Employment Service. It can, however, be said that the year under review has been a year of progress, that both employers and workers are more familiar with the principles of the unemployment insurance law, and that unemployment insurance, even under the conditions of abnormally high employment and abnormally low payment of benefit, has been accepted and is now a definite part of the national economy.

In this third year of operation, the Commission has taken advantage of the high level of employment to perfect and expand its organization. Special consideration was given to the study of the extension of coverage to the excepted groups of Part II of the First Schedule to the Act. As a result of this study and of our extensive survey of these groups it may be possible to bring a number of them under insurance. The administration of the National Selective Service Regulations has become one of the main functions of our Employment Offices. In order to cope with the ever-increasing demand for manpower for war industries and essential basic industries, it has been found necessary to enlarge still further the field of our Employment facilities and control.

The insurance features of the Act, such as the collection of contributions and the payment of benefits have received due supervision. The Unemployment Insurance Fund which, at the end of the last fiscal year stood at \$114,011,029.93, has grown to \$190,327,941.19. In accordance with the Act, this reserve has been invested in Dominion Government Bonds.

The total amount of Unemployment Insurance benefits paid out of the fund since its inception is \$2,465,431.96.

## PART II—ADMINISTRATION

### THE COMMISSION

The Unemployment Insurance Act authorizes an Unemployment Insurance Commission to create and administer a co-ordinated programme of unemployment insurance and employment service.

The Unemployment Insurance Commission consists of three Commissioners appointed by the Government, a Chief Commissioner, one Commissioner appointed after consultation with organizations representative of employees and one Commissioner appointed after consultation with organizations representative of employers. They are respectively: Mr. Louis J. Trottier, Mr. Robert J. Tallon and Mr. Allan M. Mitchell.

In last year's Annual Report, mention was made of the fact that on September 4, 1942, the Governor General in Council with the concurrence of the Unemployment Insurance Commissioners, enacted Order-in-Council P.C. 7994 so as to enable the Minister of Labour to make more direct use of the organization already set up under the Commission, for the administration of National Selective Service. The "Employment Service and Unemployment Insurance Branch" which was created following this Order, is still in operation and will remain so for the duration of the war or until such date as the Governor General in Council may elect.

### ADMINISTRATIVE ORGANIZATION

#### GROWTH OF THE ORGANIZATION

At the close of the fiscal year ending March 31, 1943, the Commission had under its control and supervision in addition to Head Office, 5 Regional Offices, 4 District Insurance Offices and 206 Local Offices, with a total staff of 4,352. The rapid expansion of the organization as well as the increased responsibilities involved in the administration of the National Selective Service Regulations have made it necessary to open 6 additional Local Offices, and to increase the staff by 1,230 as at March 31, 1944.

The location of offices will be found in Appendix I.

Of course it is impossible to estimate how much of this growth is due to National Selective Service and how much to the normal activities of the Unemployment Insurance Commission.

### OPERATIONS DIVISION

The Commission in co-operation with the Employment Service and Unemployment Insurance Branch found it necessary to create a new administrative division known as the Operations Division, for the training of staff and the overall inspection and supervision of staff, procedures and regulations.

#### *Inspection Work*

It is the function of the administrative unit known as the Operations Division, through its Inspection Section, to interpret Regional and Local Office problems to Head Office, to promote effective administration through uniformity of interpretation of written instructions, and to assist the Regions in the operation of an adequate system of supervision and inspection at all levels.

During the year Regional Travelling Supervisors completed five hundred and sixty-eight local office inspections, and made numerous additional local office visits, on assignment, to serve on Civil Service Commission Oral Examination Boards, to substitute for absent Managers, and to conduct special investigations.

At the beginning of the year there were 22 Regional Travelling Supervisors, as follows: Maritime Region, 2; Quebec Region, 7; Ontario Region, 7; Prairie Region, 4; Pacific Region, 2. At the end of the year the staffs totalled 24, as follows: Maritime Region, 3; Quebec Region, 6; Ontario Region, 9; Prairie Region, 4; Pacific Region, 2.

Six Travelling Supervisors are listed in the Quebec Region but two officers from this staff were on loan to the Montreal Local Office from August, 1943, to the end of the year. In Ontario nine are shown, but one was on assignment to the Regional Employment Branch for the greater part of the twelve-month period, and a second devoted his time to premises throughout the entire year. In the Pacific Region one of the two officers shown spent a large part of his time as relief manager at Whitehorse, and inspectional work was therefore considerably curtailed.

Supervision of local office operations by Regional Officers was strengthened by the activities of the four Head Office Supervising Inspectors, who, during the year made some seventy-five inspectional visits, as well as a number of other visits to instruct staff, install and test procedures, and reorganize local office functions. This work by Head Office and Regional Officers revealed that a pronounced improvement had been effected during the year in the service rendered by local offices throughout the Dominion, and that, in spite of the heavy volume of work imposed on the offices by National Selective Service regulations and requirements, substantial progress was made in perfecting the methods and machinery of the service in preparation for operations in the post-war period.

#### *Staff Training*

Following the appointment in May, 1943, of five Regional and two Local Office (Montreal and Toronto) Staff Training Advisers, a conference was held in June, 1943, at which a comprehensive training program was opened. From that date forward, with the help and advice of the Staff Training Section of the Operations Division, Regional activities were expanded to include instruction for the staffs of all offices in all functions of the service.



Staff Training Committees were set up in offices Grade 2 and higher, and instructional material furnished for the use of local office supervisors responsible for training work. While the instruction did not follow the same plan and the work was not carried on with the same intensity in all Regions, significant results were obtained, and a firm foundation laid for the complete program of instruction that will eventually follow.

In the training conducted in the period under review attention was paid to the building of the morale of the staff and much emphasis was placed upon the development by all staff members of a proper public-service attitude toward the work of the Commission and the patrons of its offices.

Commencing in August, after Staff Training Advisers had had an opportunity to become acquainted with the needs of their respective Regions, an induction course as an element of basic training, was developed and presented through a series of zone schools attended by local office managers and all other supervisory staff.

Standard courses of training were given in the latter part of the year on such subjects as Unemployment Insurance, Benefit Claims, employment practices (interviewing and placement of applicants) and Selective Service procedures. This was followed by the introduction of the Department of Labour's Job Instruction training course, which was given, at Head Office, to all executive and administrative officers, and later to all Regional and Local Office personnel of supervisory rank.

Paralleling the schooling of staff through the use of formal instructional material, based upon manuals and other instructions issued by the Commission, in the latter half of the year a broad plan of industrial plant visits for Employment Service personnel was introduced. During the six months, October, 1943, to March, 1944, some 1,931 plants were visited by staff members of local offices across the Dominion and a total of 7,699 staff hours was spent in on-the-ground study of job specifications in a wide variety of industries. While it is difficult closely to measure the results of this program, it is believed that local office staff members, through plant visits acquired background and experience which could have been obtained in no other way, and which will be of great value to them in serving the employer and employee patrons of the offices.

### *Planning and Methods*

In April 1943, a Planning and Methods Section was established within the Operations Division, the functions of which are: to draft forms; to study, revise and test in the field methods and procedures; to plan and institute organizational betterments in Regional and Local Offices; and to prepare and control the distribution of manuals, circulars and other instructional material.

Although activities of this section were somewhat curtailed by lack of personnel, a considerable beginning was made on several phases of the work entrusted to it and ground work done for subsequent developments.

During the year the printing of some 500 forms was dealt with; more than 125 forms were drafted or redrafted for various divisions of the Commission; and four major field experiments were planned and executed, resulting in the institution of two new statistical reporting procedures, the installation of a new filing system and the introduction of self-registration in a number of local offices.

Self-registration, which necessitated some eight new forms and entailed the development of entirely new methods and procedures, as well as partial reorganization of the offices in which it was installed will, it is expected, after an adequate trial period, be introduced in all of the larger offices of the Commission, and in conjunction with the organization of employer relations divisions (which the Section was planning at the close of the year) is expected to equip the service better to deal with employment problems that may arise in the post-war period.



In connection with the new statistical procedures, schools were planned and conducted in the five Regions, and the first of a series of technical handbooks was prepared and issued.

A manual of instruction on administrative matters was written and published during the year and the issuance of other manuals on employment and insurance procedures projected.

#### PERSONNEL

On March 31, 1942, there were 1,570 persons on the staff of the Commission. By March 31, 1943, this number had grown to 4,352 and an increase of 1,230 new employees during the fiscal year places the total number of employees on the staff as at March 31, 1944, at 5,572, distributed as follows:

Head Office.....	304	Prairie Region.....	874
Inspection		Ontario Region.....	1,637
(Regional Offices).....	280	Quebec Region.....	1,495
Pacific Region.....	562	Maritime Region.....	420

In accordance with Section 10 (1) of the Unemployment Insurance Act, the selection and appointment of staff have been carried out by the Civil Service Commission.

#### LEGAL

During the fiscal year 1943-44, the Legal Division of the Unemployment Insurance Commission has undertaken, along with its other duties, the criminal prosecutions of delinquents under the Unemployment Insurance Act, 1940, as amended, and Contribution Regulations, and the legal proceedings for the recovery of benefit wrongfully obtained.

A summary of these legal proceedings and of the results obtained will be found in Appendix II.

#### PUBLIC RELATIONS

In order to co-ordinate Public Relations activities the Commission established a Public Relations Committee from among senior members of its staff. This Committee, after consideration, has recommended the creation of a Public Relations Branch under the Commission, the Committee to remain in an advisory capacity. This recommendation the Commission is implementing.

#### STATISTICS

The Commission has continued its arrangement with the Dominion Bureau of Statistics by which all insurance statistics, gathered by the Commission from Local, Regional and District Offices, are processed and analyzed for reports by the Bureau.

The arrangement has been continued whereby the Research and Statistics Branch of the Department of Labour is responsible for the publication of reports and data concerning the operation of the Employment Service and National Selective Service.

#### ADMINISTRATIVE COSTS

Under the Act, administrative expenses are paid out of moneys voted by Parliament and are not a charge on the fund to which employers, employees and the Dominion Government contribute. Due to the use of the same staff and premises for both the Unemployment Insurance and National Selective Service purposes, it has been found impossible to accurately allocate the cost of operations between the two, but on an arbitrary basis the costs of administration chargeable to the Unemployment Insurance Commission vote total \$5,170,900.33 for the current year as against a total of \$4,657,394.29 for the previous year. (Appendix III).

## CO-OPERATION WITH OTHER GOVERNMENT DEPARTMENTS

In order to avoid a duplication of expenses and of efforts, the Commission has wherever possible used the existing services of other Government Departments. It wishes to acknowledge the very cordial and efficient co-operation received from them, and more particularly the various branches of the Department of Labour, the Comptroller of the Treasury, the Post Office Department, the Civil Service Commission, the Auditor General, the Bureau of Statistics, the Department of Public Printing and Stationery and the Department of Public Works.

## ACKNOWLEDGEMENT

The great volume of work accomplished during the past year with such gratifying results is attributable, to a large extent, to the untiring efforts and devotion of the staff. The Commission would be remiss if it did not, at this time, acknowledge this fact and extend its thankful appreciation to the staff for its loyalty and co-operation.

## PART III—EMPLOYMENT SERVICE

## INTRODUCTION

The Employment Offices Co-ordination Act, passed in May, 1918, by the Dominion Parliament, created a Dominion-Provincial Employment Service which later was designated as the Employment Service of Canada. This Service constituted a chain of employment offices stretching across Canada which were administered intra-provincially by the Provincial Governments, but co-ordinated inter-provincially by the Dominion Government. The Act provided for Dominion Government subventions to the provinces operating employment offices. These subsidies, amounting to \$150,000 each year, were distributed equitably among the provinces and were proportioned to the expenditures of each in relation to the total expenditures of all the provinces for the maintenance of employment offices.

The Unemployment Insurance Act, 1940, authorized the Unemployment Insurance Commission to organize and maintain an employment service for Canada. The Provinces of Nova Scotia, New Brunswick, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia signified their intentions of withdrawing from the public employment service field. On August 1, 1941, the Unemployment Insurance Commission took over the direction and control of the public employment offices in these seven Provinces, and at the same time, relieved the Provinces of the expenses of operating their offices. The provincial offices continued to carry on placement activities until the Commission's Employment and Claims Offices were opened, at which time their work was transferred to the new offices.

With the opening of the Commission's Employment Offices in Quebec, the Provincial Government worked in close co-operation with the Commission to provide employment placement facilities in the province.

Prince Edward Island was not operating an employment office under the Employment Service of Canada, but Employment Offices of the Unemployment Insurance Commission have been established at Charlottetown and Summerside.

## PLACEMENT RECORDS

A difficult task has faced the Employment Service of the Unemployment Insurance Commission in its attempt to assist a nation devoting its total resources to achieve victory in this fifth year of war. The problems and difficulties have been many, but they have been met in most instances successfully, in spite

of staff shortage, and the pressure placed upon those trying to meet the country's labour needs.

With industry and agriculture geared to their highest point of efficiency and production, with the demand for personnel for the Armed Services increasing, and with a critical manpower shortage in existence, the facilities of the Employment Offices have been taxed to the utmost. New regulations were drawn up to meet the situation, and controls previously instituted under National Selective Service Regulations were continued.

This past year witnessed the introduction of Compulsory Employment Transfer Orders whereby persons have been transferred from less essential employment to essential war and civilian industries where their services could be utilized more advantageously. The constant drain upon the manpower and womanpower for essential industry and for the Armed Services made the adoption of such measures a necessity. The great responsibility in handling such an undertaking can be more readily understood when it is realized that individual likes and dislikes, skills, and transportation of workers to new localities are involved.

A second important step was taken in arranging special procedures to assist in the placement of men discharged from the Armed Services, both veterans of the last war and of this war. This is a matter of greatest importance not only in the light of present labour conditions, but in that the experience gained will be of value in the postwar period of readjustment.

Changing war requirements and programmes resulted in lay-offs in certain industries. Arrangements were rapidly made so that these might be handled in an orderly manner, and workers affected placed as quickly as possible in other employment in essential industry, agriculture, or, in cases of deferment where special skills were not involved, called to the Armed Forces.

Demands for workers in the primary industries, agriculture, lumbering and logging were heavy. In agriculture the needs were met to a considerable degree by the Harvest Labour Excursions both to the West and from the West to Ontario. Special procedures were adopted to satisfy the requirements of the lumbering and logging industries, among these, employment of Canadian Forestry Corps Personnel returned from active service, and the granting of leave to experienced army personnel for this type of work in British Columbia. Taking all factors into consideration these measures have been fairly successful.

Efforts to supply the mining industry have received special attention. Special campaigns were inaugurated to locate persons of sufficiently strong physical condition to undertake this work. Farmers helped by working in off-seasons, and production was generally maintained at high levels.

The situation in the coal mining industry became a national emergency but by the release of soldier miners on leave from the Army, by the recall of ex-coal miners, and transfers of physically fit workers from other industries to the mines, the situation was alleviated to a considerable degree.

Some consideration given to supplying the gold mines with labour prevented a closing down of operations in many of these mines.

Contrary to expectations, demands for the construction industry were particularly heavy. By transferring thousands of labourers to the more important construction projects, however, most of these were completed within their schedule.

Urgent requirements for workers in war industries were dealt with as they arose by transfers and special recruiting.

Filling the labour requirements of essential civilian industries, especially textiles, food, food processing, and tanning has presented difficulties at times,



both in view of the types of labour required, and the fact that wages in such industries are generally less attractive than those in war industries. Emergencies as they arose were dealt with by special measures with such satisfactory results that production in many cases reached an all time high.

In the past year the work of the Employment Service has been devoted in large measure to meeting emergency labour requirements. In most cases these have been fairly well looked after. In Appendices IV, V, VI, VII, VIII will be found statistical data which indicate the numbers of workers registered for employment at local offices and the numbers of placements effected by the offices.

### SPECIAL PLACEMENTS

The Special Placements Division is charged with the responsibility of determining policies, techniques and procedures to ensure correct placement in occupations of those whose placement presents a problem which may be the result of a physical disability, maladjustment, lack of occupational experience, or may require expert assistance in the field of occupational guidance, as in the case of youth. The organization centres around the Head Office establishment and extends throughout the seventeen offices of Grades 4, 5, 6 and 7.

It became evident, at the outset, that the public should be informed of the importance of the rehabilitation of the physically handicapped. To accomplish this, a conference was held at Toronto, on September 27, 28, 29, 1943, under the auspices of the Employment Service and Unemployment Insurance Branch, Department of Labour. Ninety-six delegates, representing twenty-seven interested organizations and individuals from centres in the Provinces of Ontario and Quebec, attended. The proceedings of the conference were printed, and have been widely distributed in response to numerous requests from organizations in this country and in the United States.

In order to reach similar organizations in the remaining provinces, the Commissioners, in company with the Supervisor of Special Placements, visited all the larger centres across Canada, and addressed well-attended public meetings, at which all phases of the work of Special Placements were discussed.

An important piece of work accomplished during the past year has been the planning, preparation and distribution of Manuals of Service Trades and Civilian Equivalents. These contain every trade taught in the three Armed Services, and are designed to assist in placing discharged service personnel in civilian employment related to the particular trade training received during their period of service with the Forces.

Numerous surveys have been completed, or are in process of preparation. These have direct bearing on facilities available for the rehabilitation of the physically disabled, placement procedures for the blind, the deaf, the orthopaedic, and all other physically handicapped persons, and, in addition, techniques in the field of occupational guidance.

During the year, a competition was held in all five Regions, in order to select Supervisors of Special Placements,—one in each Region. When these are appointed, the organization work in the Regions will be complete, and the Local Office Sections will be organized to give the best possible service to those who present a problem in placement.

### NATIONAL EMPLOYMENT COMMITTEE

Local Employment Committees, under the general direction of the National Employment Committee increased from forty-two to forty-seven during the year. These Committees are advisory primarily to the managers of Local Employment and Selective Service Offices, and furnish copies of their minutes

to Regional Committees, of which there are five, and to the National Committee. Committees have proven their value in co-operating with the local offices in the solution of manpower problems which were serious, particularly in a period of strenuous war effort. They are representative of employees, employers, veterans, women, agriculture, etc.

Assistance in the solution of employment problems through the media of campaigns for part-time workers has featured Local Committee activity. Committees have also advised respecting farm labour problems, juvenile employment difficulties, and numerous other matters arising in connection with the functioning of Employment and Selective Service Offices.

Some changes have taken place in the personnel of the National Employment Committee during the past year. Mrs. C. H. Thorburn, of Ottawa, representing the Canadian Welfare Council, resigned and the vacancy caused by her resignation was filled by the appointment of Dr. George F. Davidson, Executive Director of the Council. Mr. Ivor R. Lewis, of Toronto, representative of the Canadian Chamber of Commerce, found that his numerous duties made it impossible for him to continue on the Committee, and he also resigned. He was replaced by Mr. Aubrey L. Lott, of Hamilton. Agriculture was given representation on the Committee with the appointment of Mr. R. J. Scott, President of the United Farmers' Co-operative Company, Ltd., with headquarters in Toronto.

As minutes of Regional and Local Employment Committees are sent in to Ottawa, the National Employment Committee receives a progressive picture of the employment situation across Canada from the viewpoint of these voluntary Committees. It is thus in a position to pass on to the Unemployment Insurance Commission and the Director of National Selective Service suggestions which are based on a country-wide survey, together with resolutions passed by Committees which are in close touch with local problems.

#### Members of the National Employment Committee are:

Tom Moore, Ottawa, former President of the Trades and Labour Congress of Canada, Chairman; Commissioner R. J. Tallon, Acting Chairman; Carl Berg, Edmonton, former President of the Edmonton Trades and Labour Council and Vice-President of the Trades and Labour Congress of Canada; E. R. Complin, Montreal, Manager of Industrial Relations, Canadian Industries Limited, representing the Canadian Manufacturers' Association; J. C. G. Herwig, Ottawa, General Secretary of the Canadian Legion, representing War Veterans; G. S. Hougham, Toronto, Dominion Secretary, Retail Merchants Association of Canada, representing the retail trade; Aubrey L. Lott, the Steel Company of Canada, Ltd., Hamilton, representing the Canadian Chamber of Commerce; Mrs. Florence F. Martel, Montreal, representing women; A. R. Mosher, Ottawa, President of the Canadian Congress of Labour; Dr. George F. Davidson, Ottawa, Executive Director, Canadian Welfare Council; and R. J. Scott, Toronto, President of the United Farmers' Co-operative Company Ltd., representing agriculture.

#### VETERANS' WELFARE

The Commission has continued its arrangement with the Department of Pensions and National Health for the accommodation of the welfare officers and their staffs in Local Employment Offices for the purpose of dealing with veterans' problems.

This arrangement has proven very useful in dealing with employment problems in so far as they relate to returned soldiers and is of immense value in dealing with matters connected with the rehabilitation of veterans into civil life.



These welfare officers are located at the following points:

Charlottetown, Halifax, Saint John, Quebec, Montreal, Ottawa, Toronto, Hamilton, London, Windsor, Winnipeg, Regina, Saskatoon, Edmonton, Calgary, Vancouver and Victoria.

## PART IV—UNEMPLOYMENT INSURANCE

### COVERAGE

By an amendment to the Act effective September 1, 1943, the scope of the Act was broadened by raising the "wage ceiling" from \$2,000 a year to \$2,400, with the important proviso that where the contractual rate of remuneration is an hourly rate, a daily rate, a weekly rate, or a piece rate (including a mileage rate) such employment is insured notwithstanding the amount of the remuneration. The practical result of this amendment is that persons paid a monthly salary, for example, are insured if annual earnings are \$2,400 or less, whereas for persons paid on an hourly rate, daily rate, weekly rate or piece rate there is no ceiling whatsoever. Whilst it is not possible to estimate with any degree of accuracy the number of persons who are now covered by unemployment insurance legislation as a result of this amendment, it is known that many additional thousands of persons are now afforded this protection.

A further amendment had to do with employment by a municipality. Prior to September 1, 1943, employment by a public utility operated in connection with a municipality was subject to exception when certified to the satisfaction of the Commission to be permanent in character, whereas employment by a public utility operated as a private company was insured. This difference in treatment between public owned utilities and privately owned utilities gave rise to anomalies. The effect of this amendment is that from September 1, 1943, employment in connection with a public utility, whether or not municipally owned and operated, is insurable regardless of the permanent nature of the employment. Thus, a public utility operated in connection with a municipality is placed in the same position as a public utility operated as a private company. Further study is at present being given to the extension of the scope of the Act to a number of employments presently excepted, and a number of recommendations are now before the Commission and the Unemployment Insurance Advisory Committee.

In order to make possible the insuring of persons in these excepted employments as soon as the particular difficulties involved have been overcome, the Governor in Council has been empowered by an amendment to the Act, on the recommendation of the Unemployment Insurance Commission and the Unemployment Insurance Advisory Committee to provide, by regulation, for the inclusion of employments presently excepted from the provisions of the Act, without the necessity of waiting for an enactment by Parliament. This will be an important factor in making coverage under the Act keep pace with the solving of administrative problems and the perfecting of techniques necessary for the inclusion of employments at present outside the scope of the Act.

### EMPLOYER-EMPLOYEE REGISTRATION

The number of registered employers has remained fairly constant throughout the fiscal year (*see* Appendix No. IX). However, while the total remains approximately the same, there has been considerable variation in the different regions, and a review undertaken in March, 1944, indicates that although we have 168,347 employers licensed to purchase insurance stamps, the number who actually had insurable employees at that date was approximately 130,000, due to a great extent to the scarcity of help for the small employer in non-essential industry.



Some 600,000 new entrants to insurable employment were registered during the year, and the total number of insurance books issued has now reached the figure of just over 3,000,000. Reference to Appendix No. IX will indicate that of this number, approximately 2,000,000 only were working on April 1, 1943, and the difference is accounted for by a number of persons who "dip into" insurable employment for short periods, those who have joined the Armed Forces, or otherwise left insurable employment.

### CONTRIBUTIONS

The employer and employee contributions for the fiscal year were \$61,722,108.67, as compared with \$57,435,289.54 in the previous fiscal year, indicating that employment was on a higher level during the year under review. The total contributions including the Government contribution were some \$6,000,000 more than in the previous fiscal year. Details of contributions will be found in Appendix No. X.

It is interesting to note (*see* Appendix No. XI) that more than 50 per cent of the contributions to the Fund are in Class 7, or in other words, are made on behalf of employees earning more than \$26 a week. This is accounted for in part by the raising of the "wage ceiling", as mentioned above, and also indicates that under war conditions not only is all available labour being used, but that it is used to the fullest extent, including fairly substantial overtime payments.

### UNEMPLOYMENT INSURANCE FUND

At March 31, 1944, the balance at the credit of the Unemployment Insurance Fund was \$190,327,941.19, as compared with \$114,011,029.93 at the end of the previous fiscal year (*see* Appendix No. XII). The only charges to the Fund are claims for unemployment insurance benefit, and refunds of contributions. These payments in the year totalled \$1,849,720.23. It would be well to emphasize again that conditions of employment and unemployment due to the added war activities are not normal, and that the increase of the Fund is something to be expected under present day conditions.

Practically the whole of the balance of the Fund is invested by the Investment Committee in Dominion Government Securities, as provided by the Act.

### UNEMPLOYMENT INSURANCE ADVISORY COMMITTEE

The Annual Report of the Advisory Committee was submitted to the Governor in Council as provided by Section 84 of the Unemployment Insurance Act.

The attention of the Committee has been drawn to the liability created by the terms of P.C. 104/4860 dated June 9, 1942. The amount of the liability has not yet been estimated but may approximate \$800,000.00. This is made up of arrears of contributions to the Fund dating back to July 1, 1941, which under the provisions of the Act, the Dominion Government Departments should have made on behalf of certain classes of Dominion Government employees. As a result of the recommendation of the Committee to the Governor in Council, the matter is receiving attention.

### INSPECTION OF EMPLOYERS

During the year the staff of Inspectors was increased and audits were made of 83,109 employers, or approximately 50 per cent of employers registered. Details of the inspections will be found in Appendix No. XIII. The total assessments established, that is, the amount of delinquency found among the employers inspected, was \$1,279,367.53. A proportion of this amount was due to failure on the part of employers to understand fully the provisions of the Act, and while

adjustments were necessary in approximately 40 per cent of the cases investigated, the amount of deliberate delinquency was not large, and it was found necessary to take legal action to enforce collection in only 34 cases during the fiscal year.

In addition to protecting the Fund, it has been found that the Inspectors have performed a very useful work in explaining the Act to individual employers, and in promoting better understanding between the Commission and industry.

Together with their regular duties, the Inspection Staff has conducted a number of investigations for the Director of National Selective Service and for the National and Regional War Labour Boards. This has meant a saving in total staff employed, and has also meant a saving in time to employers in having one Dominion Government officer auditing their records rather than two or three.

### SEASONAL EMPLOYMENT

Section 42 of the Act empowers the Commission to make special regulations regarding benefits "for classes of persons whose normal employment is for portions of the year, but only in occupations which are seasonal". Considerable data has already been collected and the Commission has begun a special survey of certain industries which are seasonal.

### UNEMPLOYMENT INSURANCE UNDER THE POST-DISCHARGE RE-ESTABLISHMENT ORDER

Amendments were made to the Post-Discharge Re-Establishment Order P.C. 7633 during the year. One amendment provided for additional dependents allowances. As far as Unemployment Insurance is concerned, the amendment of February 8, 1944, (P.C. 775) is the most important. Prior to this amendment, all out-of-work benefits and grants paid under the Order reduced the contributions payable to the Unemployment Insurance Fund. This amendment provided that only the out-of-work benefits paid would affect contributions payable to the Fund.

### CLAIMS

During the period under review, a total of 56,855 claims were filed at Local Offices, as compared with 36,632 in the previous fiscal year. The total amount of benefit paid was \$1,721,666.29 as compared to \$716,012.75 in the previous year. Increased claims were registered in every part of the Dominion with the exception of the Maritime Provinces. (See Appendix No. XIV.)

While the number of claims received during the year may be considered large in view of the fact that the country is at war and that there is a shortage of manpower, it is pointed out that this represents less than 3 per cent of the registered insured population, and that this is substantially lower than the percentage of unemployment which may be expected under normal conditions. It is also pointed out that the average duration of benefit, 15 days per claim, is considerably lower than can be expected and indicates that many claims covered only short periods of temporary adjustment. While the object of Unemployment Insurance is to cover temporary periods of adjustment and not to provide relief for long periods of acute unemployment, it can be expected in normal times that the average duration of benefit will increase to a very considerable extent.

Claims were received from workers in the majority of industries, and to illustrate the extent to which unemployment has affected the various occupations, a statement is attached (Appendix No. XV) showing the occupational groups by provinces and the age and sex of claimants who were drawing benefits on March 31, 1944.

It will be noted that although coal mines have been short of workers during practically the whole of the year, at this date due to a temporary local condition,

954 coal miners were drawing benefits. It is further noted at this date that the usual seasonal lag in employment in the construction industry occurred, and 3,996 workers were in receipt of benefit. It will also be noted from this statement that over 40 per cent of those on claims were 45 years of age or over, and over 25 per cent were 55 years of age and over. Even under present conditions of employment, it is more difficult to place and keep in regular employment men and women in the older age groups.

In the fiscal year just past the largest number of claims, approximately 32 per cent of the total, and the largest payment of benefits, approximately 44 per cent of the total, occurred in the month of March. Appendix No. XVI details the number of claims and benefits paid by months and by provinces. It will be seen that approximately 50 per cent of the total benefit payment was made in the Province of Quebec, where over 40 per cent of the claims were received.

#### COURTS OF REFEREES AND THE UMPIRE

At the commencement of the fiscal year some 30 Courts of Referees were fully organized and in operation. Advantage was taken of this by the Government and in certain cases these Courts, organized for Unemployment Insurance purposes, were designated as Courts of Appeals under National Selective Service Regulations. To meet the greater load of claims and these added functions, 21 additional Courts were established during the fiscal year. The location of the Courts is shown in Appendix No. XVII.

1,226 appeals and references were made to the Courts during the year, representing a little less than 7 per cent of the total claims received. Of the 1,012 appeals actually heard by the Courts, 257 were allowed and 755 were disallowed. Full details will be found in Appendix No. XVIII.

During the period under review, 11 cases were heard by the Umpire, of which 4 were allowed and 7 not allowed.



## APPENDIX I

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office	—	Ottawa, Ont.
Regional Offices	—	Maritime Region — Moncton, N.B.
	—	Quebec “ — Montreal, Que.
	—	Ontario “ — Toronto, Ont.
	—	Prairie “ — Winnipeg, Man.
	—	Pacific “ — Vancouver, B.C.
District Offices	—	London, Ont., North Bay, Ont., Edmonton, Alta., Saskatoon, Sask.

## EMPLOYMENT AND SELECTIVE SERVICE OFFICES

*Maritime Region—*

Prince Edward Island—Charlottetown, Summerside.

Nova Scotia—Amherst, Bridgewater, \*Dartmouth, Digby, \*Glace Bay, Halifax, Inverness, Kentville, Liverpool, New Glasgow, \*New Waterford, \*Pictou, \*Shelburne, Springhill, Sydney, \*Sydney Mines, Truro, Yarmouth.

New Brunswick—Bathurst, Campbellton, Edmundston, Fredericton, Minto, Moncton, Newcastle, Saint John, St. Stephen, Sussex, Woodstock.

*Quebec Regicn—*

Quebec—Acton Vale, Asbestos, Baie St. Paul, Beauharnois, Buckingham, Campbell's Bay, Causapscal, Chandler, Chicoutimi, Coaticook, Cowansville, Dolbeau, Drummondville, East Angus, Farnham, Granby, Hull, Joliette, Jonquiere, \*Lachine, Lachute, La Malbaie, La Tuque, Levis, \*Longueuil, Louiseville, Magog, Matane, Megantic, Mont Laurier, Montmagny, \*Montmorency, Montreal, Nicolet, Plessisville, \*Pointe-aux-Trembles, Port Alfred, Quebec, Richmond, Rimouski, Riviere-du-Loup, Roberval, Rouyn, Ste. Agathe, Ste. Anne de Bellevue, St. Hyacinthe, St. Jean, St. Jerome, St. Joseph d'Alma, Ste. Therese, Shawinigan Falls, Sherbrooke, Sorel, Thetford Mines, Three Rivers, Val d'Or, Valleyfield, \*Verdun, Victoriaville.

*Ontario Region—*

Ontario—Arnprior, Barrie, Belleville, Bracebridge, Brampton, Brantford, Brockville, Carleton Place, Chatham, Cobourg, Collingwood, Cornwall, Dunnville, Fergus, Fort Erie, Galt, Gananoque, Goderich, Guelph, Hamilton, Hawkesbury, Ingersoll, Kapuskasing, Kingston, Kirkland Lake, Kitchener, Leamington, Lindsay, Listowel, London, Midland, Napanee, Newmarket, New Toronto, North Bay, Niagara Falls, Orangeville, Orillia, Oshawa, Ottawa, Owen Sound, Paris, Parry Sound, Pembroke, Perth, Peterborough, Picton, Port Colborne, Port Hope, Prescott, Renfrew, St. Catharines, St. Thomas, Sarnia, Sault Ste. Marie, Simcoe, Smith's Falls, Stratford, Sturgeon Falls, Sudbury, Timmins, Toronto, Trenton, Walkerton, Wallaceburg, Welland, Weston, Windsor, Woodstock.

*Prairie Region—*

Ontario—Fort Frances, Fort William, Kenora, Port Arthur.

Manitoba—Brandon, Dauphin, Flin Flon, Portage la Prairie, Selkirk, \*St. Boniface, The Pas, Winnipeg.

Saskatchewan—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta—Blairmore, Calgary, Drumheller, Edmonton, Edson, Lethbridge, Medicine Hat, Red Deer, \*Turner Valley.

British Columbia—Dawson Creek.

*Pacific Region—*

British Columbia—Chilliwack, Courtenay, Cranbrook, Duncan, Fernie, Kamloops, Kelowna, Nanaimo, Nelson, New Westminster, \*North Vancouver, Penticton, Port Alberni, Prince George, Prince Rupert, Princeton, Trail, Vancouver, Vernon, Victoria.

Yukon—\*Dawson City, White Horse.

## APPENDIX II

**CRIMINAL PROSECUTIONS OF DELINQUENTS UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940, AS AMENDED, AND CONTRIBUTION REGULATIONS  
AND LEGAL PROCEEDINGS FOR THE RECOVERY OF BENEFIT  
WRONGFULLY OBTAINED.**

Type of Case	Nature of Proceedings	Com- menced	Convic- tion or satis- factory settle- ment	With- drawn	Pending	Acquit- tals
For failure to return insurance books.	Criminal prosecution	22	21	1	0	0
For failure to pay contributions.....	Criminal prosecution	34	26	1	7	0
For selling U.I.C. Stamps illegally.	Criminal prosecution	1	1	0	0	0
For offering for sale U.I.C. Stamps illegally	Criminal prosecution	1	1	0	0	0
For keeping for sale U.I.C. Stamps illegally	Criminal prosecution	1	1	0	0	0
For obtaining benefit illegally	Criminal prosecution	2	1	1	0	0
Recovery of benefit wrongfully obtained	Civil action	18	8	2	8	—
Totals.....		79	59	5	15	0

## APPENDIX III

**ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT INSURANCE COMMISSION  
DURING THE PERIOD APRIL 1, 1943 TO MARCH 31, 1944**

Salaries.....	\$3,380,425 65
Cost of Living Bonus and Other Paylist Items.....	492,661 95
Professional and Special Services.....	27,039 32
Commissions to Post Office Department.....	269,255 64
Printing and Stationery.....	127,153 06
Supplies and Materials.....	136 01
Unemployment Insurance Stamps.....	22,698 14
Unemployment Insurance Workers' Books.....	52,908 04
Travelling Expenses.....	202,921 86
Freight, Express and Cartage.....	16,406 85
Equipment.....	72,514 33
Telephones, Telegrams and Postage.....	192,869 33
Lands and Buildings.....	35,687 74
Rents.....	226,146 27
Advertising and Publicity.....	30,582 45
Miscellaneous and Current Expenses.....	21,493 69
Total.....	<u>\$5,170,900 33</u>

## APPENDIX IV

## PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS, DURING THE YEAR APRIL 2, 1943, TO MARCH 30, 1944

Months	Regular Placements		Casual Placements <sup>1</sup>		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
1943							
April 2 to April 29 .....	90,985	48,931	1,221	3,236	92,206	52,167	144,373
April 30 to May 27 .....	106,351	50,595	1,511	2,788	107,862	53,383	161,245
May 28 to July 1 .....	136,846	66,285	1,525	3,376	138,371	69,661	208,032
July 2 to July 29 .....	112,521	59,987	1,339	2,464	113,860	62,451	176,311
July 30 to September 2 .....	116,674	68,552	1,233	2,755	117,907	71,307	189,214
September 3 to September 30	95,240	67,286	918	2,441	96,158	69,727	165,885
October 1 to October 28 .....	81,176	58,729	889	2,436	82,065	61,165	143,230
October 29 to December 2 ...	114,510	70,362	1,322	3,216	115,832	73,578	189,410
December 3 to December 30.	75,337	35,115	1,083	2,484	76,420	37,599	114,019
1944							
December 31, 1943 to Febru- ary 3, 1944 .....	103,643	51,110	1,439	4,089	105,082	55,199	160,281
February 4 to March 2 .....	73,443	42,377	1,350	2,393	74,793	44,770	119,563
March 3 to March 30 .....	73,422	42,506	1,080	2,510	74,502	45,016	119,518
Total, 1943-44 .....	1,180,148	661,835	14,910	34,188	1,195,058	696,023	1,891,081

<sup>1</sup>Placements are termed "casual" when the duration of the employment offered is seven days or less.

## APPENDIX V

## PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY EMPLOYMENT AND SELECTIVE SERVICE OFFICES IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 2, 1943, TO MARCH 30, 1944

Provinces	Regular Placements		Casual Placements <sup>1</sup>		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
Prince Edward Island.....	3,789	2,062	21	22	3,810	2,084	5,894
Nova Scotia.....	46,627	23,989	614	909	47,241	24,898	72,139
New Brunswick.....	35,542	15,928	219	730	35,761	16,658	52,419
Quebec.....	380,606	152,224	1,607	1,417	382,213	153,641	535,854
Ontario.....	435,883	296,339	3,048	11,325	438,931	307,664	746,595
Manitoba.....	48,874	40,450	3,688	8,148	52,562	48,598	101,160
Saskatchewan.....	30,345	20,756	997	2,303	31,342	23,059	54,401
Alberta.....	58,307	36,061	2,032	4,299	60,339	40,360	100,699
British Columbia.....	140,175	74,026	2,684	5,035	142,859	79,061	221,920
Totals for Canada.....	1,180,148	661,835	14,910	34,188	1,195,058	696,023	1,891,081
Comparable Totals— Year 1942-43.....	821,759	376,344	29,744	49,808	851,503	426,152	1,277,655

<sup>1</sup>Placements are termed "casual" when the duration of the employment offered is seven days or less.



## APPENDIX VI

APPLICATIONS FOR EMPLOYMENT AS REGISTERED BY EMPLOYMENT AND  
SELECTIVE SERVICE OFFICES DURING THE YEAR APRIL 2, 1943,  
TO MARCH 30, 1944

Provinces	Men	Women	Totals
Prince Edward Island.....	5,955	3,708	9,663
Nova Scotia.....	58,108	36,089	94,197
New Brunswick.....	50,711	25,473	76,184
Quebec.....	546,395	225,284	771,679
Ontario.....	578,200	409,342	987,542
Manitoba.....	74,983	70,727	145,710
Saskatchewan.....	51,406	40,752	92,158
Alberta.....	78,126	63,444	141,570
British Columbia.....	182,545	122,461	305,006
Totals for Canada.....	1,626,429	997,280	2,623,709
Comparable Totals, Year 1942-43.....	1,371,733	682,172	2,053,905

## APPENDIX VII

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY  
EMPLOYMENT AND SELECTIVE SERVICE OFFICES DURING THE  
YEAR APRIL 2, 1943, TO MARCH 30, 1944

Provinces	Men	Women	Totals
Prince Edward Island.....	4,860	2,570	7,430
Nova Scotia.....	82,236	32,108	114,344
New Brunswick.....	62,631	21,702	84,333
Quebec.....	640,414	283,470	923,884
Ontario.....	733,276	447,035	1,180,311
Manitoba.....	72,264	58,637	130,901
Saskatchewan.....	46,777	29,080	75,857
Alberta.....	91,372	50,625	141,997
British Columbia.....	223,045	99,790	322,835
Totals for Canada.....	1,956,875	1,025,017	2,981,892
Comparable Totals—Year 1942-43.....	1,340,734	632,917	1,973,651

VACANCIES AND PLACEMENTS IN REGULAR  
DURING THE YEAR APRIL 2,

INDUSTRY Employer's product or activity	PRINCE EDWARD ISLAND			NOVA SCOTIA			NEW BRUNSWICK			QUEBEC		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
<b>Agriculture.....</b>	<b>101</b>	<b>26</b>	<b>5</b>	<b>1,408</b>	<b>269</b>	<b>4</b>	<b>982</b>	<b>232</b>	<b>2</b>	<b>2,639</b>	<b>856</b>	<b>7</b>
<b>Fishing, Hunting and Trapping.....</b>	<b>18</b>	<b>9</b>		<b>223</b>	<b>162</b>		<b>119</b>	<b>71</b>		<b>93</b>	<b>66</b>	
<b>Forestry and Logging.....</b>	<b>273</b>	<b>229</b>		<b>2,323</b>	<b>920</b>		<b>20,046</b>	<b>6,739</b>	<b>18</b>	<b>108,957</b>	<b>59,444</b>	<b>33</b>
<b>Mining.....</b>	<b>57</b>	<b>69</b>		<b>4,157</b>	<b>2,654</b>		<b>1,457</b>	<b>1,427</b>	<b>1</b>	<b>11,396</b>	<b>9,274</b>	<b>86</b>
Metallic Ores and Prospecting.....				18			182	175		7,261	6,360	7
Coal.....	1	17		3,891	2,549		1,229	1,231	1	111	47	
Oil, Gas Wells, Quarrying.....	56	52		248	105		46	21		4,024	2,867	79
<b>Manufacturing.....</b>	<b>1,810</b>	<b>1,538</b>	<b>5</b>	<b>36,960</b>	<b>26,542</b>	<b>31</b>	<b>23,232</b>	<b>15,569</b>	<b>31</b>	<b>466,384</b>	<b>268,724</b>	<b>645</b>
Food and Kindred Products.....	721	544	4	5,886	3,793	7	4,951	3,605	4	44,047	22,270	42
Textiles, Apparel, etc.....	53	46		2,544	2,012	16	1,469	1,197		91,942	44,088	72
Lumber and Finished Lumber Products.....	15	8		1,044	618	1	4,988	3,393	3	29,112	18,760	112
Pulp, Paper Products and Printing.....	355	332		876	495		3,080	1,421	19	32,101	18,113	172
Chemical and Allied Products.....	88	82	1	352	226		819	669	2	33,692	18,362	24
Products of Petroleum and Coal.....				342	169		72	45		2,525	1,374	1
Rubber Products.....	3	3		6	7		161	157		6,473	3,860	10
Leather and its Products.....				47	36		402	219	1	8,059	5,294	90
Stone, Clay and Glass Products.....				189	134		593	298		53,633	31,810	31
Iron and Steel and their Products.....	104	102		4,861	4,246	2	81	79	1	20,711	17,517	2
Non-Ferrous Metal Products.....	1	1		797	460	1	698	448		31,480	19,189	22
Machinery.....	3	3		111	75		101	79		85,569	55,813	19
Transportation Equipment.....	466	416		19,864	14,246	4	5,450	3,735	1	9,152	4,738	29
Miscellaneous.....				41	25		441	299				
<b>Construction.....</b>	<b>972</b>	<b>692</b>	<b>1</b>	<b>25,525</b>	<b>10,706</b>	<b>10</b>	<b>7,169</b>	<b>5,403</b>	<b>4</b>	<b>79,674</b>	<b>52,152</b>	<b>239</b>
<b>Public Utilities Operation.....</b>	<b>991</b>	<b>763</b>	<b>8</b>	<b>11,118</b>	<b>7,276</b>	<b>259</b>	<b>8,963</b>	<b>6,547</b>	<b>35</b>	<b>54,557</b>	<b>34,210</b>	<b>395</b>
Heat, Light and Power.....	8	7		385	207	6	97	76	2	2,364	1,682	1
Transportation and Storage.....	894	689	8	9,838	6,522	253	8,244	6,059	26	48,203	30,513	367
Communications.....	89	67		895	547		622	412	7	3,990	2,015	27
<b>Trade.....</b>	<b>1,373</b>	<b>1,131</b>	<b>8</b>	<b>13,478</b>	<b>9,585</b>	<b>175</b>	<b>9,297</b>	<b>7,093</b>	<b>65</b>	<b>69,212</b>	<b>36,959</b>	<b>212</b>
<b>Finance and Insurance.....</b>	<b>83</b>	<b>70</b>		<b>823</b>	<b>598</b>	<b>55</b>	<b>616</b>	<b>471</b>	<b>8</b>	<b>10,262</b>	<b>6,194</b>	<b>10</b>
<b>Services.....</b>	<b>1,752</b>	<b>1,324</b>	<b>16</b>	<b>18,329</b>	<b>11,904</b>	<b>989</b>	<b>12,452</b>	<b>7,918</b>	<b>785</b>	<b>123,710</b>	<b>64,951</b>	<b>1,397</b>
Professional and Public.....	503	414	2	5,472	3,564	27	3,360	2,392	35	38,327	23,543	177
Recreational.....	32	32		553	408	6	404	278	8	5,061	2,836	40
Business.....	5	4		394	293	1	190	134	5	2,999	1,500	
Domestic.....	218	43	10	1,695	201	889	1,162	164	273	7,474	1,521	1,074
Personal other than Domestic.....	182	153		1,145	852	15	1,154	841	7	14,944	6,047	7
Hotels and Restaurants.....	683	581		7,635	5,572	37	4,219	3,213	24	39,886	22,405	73
All others.....	129	97	4	1,435	1,014	14	1,963	896	433	15,019	7,099	26
<b>Totals.....</b>	<b>7,430</b>	<b>5,851</b>	<b>43</b>	<b>114,344</b>	<b>70,616</b>	<b>1,523</b>	<b>84,333</b>	<b>51,470</b>	<b>949</b>	<b>923,884</b>	<b>532,830</b>	<b>3,024</b>
<b>Men.....</b>	<b>4,860</b>	<b>3,789</b>	<b>21</b>	<b>82,236</b>	<b>46,627</b>	<b>614</b>	<b>62,631</b>	<b>35,542</b>	<b>219</b>	<b>640,414</b>	<b>380,606</b>	<b>1,607</b>
<b>Women.....</b>	<b>2,570</b>	<b>2,062</b>	<b>22</b>	<b>32,108</b>	<b>23,989</b>	<b>909</b>	<b>21,702</b>	<b>15,928</b>	<b>730</b>	<b>283,470</b>	<b>152,224</b>	<b>1,417</b>

III

## ND CASUAL EMPLOYMENT BY INDUSTRIES

943, TO MARCH 30, 1944

ONTARIO			MANITOBA			SASKATCHEWAN			ALBERTA			BRITISH COLUMBIA			CANADA		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
14,114	8,233	235	3,221	1,333	337	11,068	6,126	40	7,231	4,519	212	2,963	1,777	207	43,727	23,371	1,049
143	74	.....	412	316	1	65	30	.....	32	20	.....	323	222	1	1,428	970	2
86,036	29,497	20	4,264	1,374	11	3,142	1,511	.....	5,891	2,693	8	37,038	21,656	9	267,970	124,063	99
16,914	12,204	17	2,384	1,840	6	1,646	906	3	9,694	5,719	13	7,624	5,723	31	55,329	39,816	157
14,044	9,927	8	2,191	1,644	3	60	167	.....	357	177	1	4,481	3,427	12	28,504	21,877	31
131	122	.....	47	96	.....	1,358	551	3	6,233	3,552	4	1,733	1,218	19	14,734	9,383	27
2,739	2,155	9	146	100	3	228	188	.....	3,104	1,990	8	1,410	1,078	.....	12,001	8,556	99
566,490	367,007	826	39,038	29,724	1,255	11,252	9,324	161	26,570	18,953	324	121,138	76,662	743	1,289,874	814,043	4,021
67,545	42,833	228	13,969	10,670	378	6,760	5,417	105	13,333	9,096	196	10,789	7,750	114	168,001	105,978	1,078
56,835	34,170	38	5,066	3,508	96	132	109	.....	1,338	938	14	2,105	1,536	22	161,484	87,604	258
29,394	20,008	99	2,674	1,636	204	1,621	1,219	10	3,852	2,434	28	24,206	18,041	145	96,906	66,117	602
38,636	22,913	90	2,661	2,008	156	435	361	8	819	598	22	7,779	4,175	32	86,742	50,416	499
24,331	14,735	11	2,529	1,800	92	204	171	1	561	362	6	1,555	1,175	16	64,131	37,582	153
4,298	2,941	.....	575	448	10	315	256	.....	408	326	8	320	243	18	8,855	5,802	37
15,190	9,235	8	9	4	2	66	50	1	82	62	4	29	19	1	21,865	13,247	26
9,683	5,512	11	914	597	19	50	23	1	73	45	.....	644	394	2	26,480	14,300	52
10,142	6,477	20	597	443	26	170	113	6	1,467	1,143	5	1,089	509	20	22,116	14,333	168
105,794	71,826	120	3,003	2,464	57	460	550	6	1,512	1,177	1	7,499	5,366	50	177,459	117,836	267
23,584	16,899	84	552	340	64	91	76	.....	430	338	9	3,269	2,455	52	50,133	38,534	212
65,635	43,584	81	866	642	38	493	387	17	323	236	13	2,666	2,124	52	101,658	66,319	224
100,485	65,849	23	4,871	4,697	72	395	547	5	2,168	2,047	17	58,347	32,279	208	277,615	179,629	349
14,938	10,025	13	752	467	41	60	45	1	204	151	1	841	596	11	26,429	16,346	96
79,242	49,159	200	6,547	5,575	176	3,956	2,976	39	20,757	14,918	170	32,960	23,817	151	256,802	165,395	990
87,355	56,100	432	14,444	11,029	394	7,178	5,020	92	14,626	10,069	160	24,183	17,268	248	223,415	148,282	2,023
5,325	3,333	7	482	338	23	133	107	1	541	345	4	1,408	1,011	6	10,743	7,106	50
73,845	48,768	412	13,565	10,410	371	6,736	4,726	86	13,324	9,239	147	20,229	14,507	231	194,908	131,433	1,901
8,185	3,999	13	367	281	.....	309	187	5	761	485	9	2,546	1,750	11	17,764	9,743	72
120,150	84,282	931	25,308	17,840	2,092	13,452	9,912	710	20,479	14,688	1,140	34,860	25,565	1,634	307,609	207,055	6,967
16,106	11,343	46	2,267	1,697	117	1,252	921	17	1,380	1,082	24	3,952	3,044	71	36,741	25,420	348
193,761	114,323	11,666	33,016	18,596	7,447	22,846	14,375	2,238	35,337	21,707	4,280	57,794	38,467	4,624	499,997	293,565	33,442
60,535	43,895	381	9,214	6,812	462	5,854	4,437	65	8,609	6,329	135	10,296	12,432	766	148,170	103,815	2,050
7,441	4,484	81	1,108	658	135	532	316	48	950	654	50	1,831	1,134	65	17,912	10,800	433
5,589	3,279	22	698	493	10	401	251	42	768	597	25	1,116	753	79	12,160	7,304	184
22,956	2,307	10,351	8,171	606	5,872	3,455	447	1,410	4,839	734	1,967	6,787	864	3,199	56,757	6,887	25,045
16,799	9,320	73	7,712	1,915	62	1,566	1,166	16	3,001	2,292	14	4,569	3,343	52	46,072	25,929	246
61,392	39,948	203	8,569	6,567	606	8,238	6,440	90	11,604	8,910	146	22,122	16,531	133	164,348	110,167	1,312
19,049	11,090	555	2,544	1,545	300	2,800	1,318	567	5,566	2,191	1,943	5,073	3,410	330	53,578	28,660	4,172
180,311	732,222	14,373	130,901	89,324	11,836	75,857	51,101	3,300	141,997	94,368	6,331	322,835	214,201	7,719	2,581,892	1,841,983	49,098
733,276	435,883	3,048	72,264	48,874	3,688	46,777	30,345	997	91,372	58,307	2,032	223,045	140,175	2,684	1,950,875	1,180,148	14,910
447,035	296,339	11,325	58,637	40,450	8,148	29,080	20,756	2,303	50,625	36,061	4,299	99,790	74,026	5,035	1,025,017	661,835	34,188



## APPENDIX IX

## NUMBER OF PERSONS WORKING IN INSURABLE EMPLOYMENT AT APRIL 1, 1943

CLASSIFIED BY INDUSTRY AND PROVINCE (Based on a 10 per cent Sample Count)

INDUSTRY Employer's product or activity	Canada	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
Agriculture <sup>2</sup> .....	1,080		10	40	140	370	110	90	290	30
Fishing, Hunting and Trapping <sup>2</sup> .....	30						20			10
Forestry and Logging <sup>2</sup> .....	160		20		60	20		10		50
Mining—										
Coal.....	26,270		14,060	850			10	500	8,150	2,700
Oil, Gas Wells and Quarrying.....	3,920		160	40	1,030	730	190	20	1,670	80
Other Mining.....	40,170		200	50	12,280	22,480	310	140	430	4,280
Manufacturing—										
Animal Foods.....	36,650	180	1,570	1,470	5,400	13,130	3,820	3,280	4,180	3,620
Leather and Fur Products....	35,770	30	220	370	18,430	14,650	1,080	110	210	670
Vegetable Foods.....	49,710	60	2,090	1,960	11,140	25,120	2,910	1,210	1,980	3,240
Other Vegetable Products....	31,480		400	280	15,190	13,580	640	390	330	670
Pulp, Paper Products and Printing.....	73,550	90	1,750	3,010	25,460	33,580	2,580	780	1,000	5,300
Sawmills and Planing Mills....	33,310	20	890	2,200	5,940	7,440	530	230	1,180	14,880
Other Wood Products.....	27,720	40	990	770	8,400	13,690	750	190	490	2,400
Textile Products.....	151,280	140	2,110	2,070	82,290	57,100	4,960	170	740	1,700
Iron and its Products.....	445,870	280	20,340	7,180	113,070	223,430	16,960	4,830	6,900	52,880
Non-Ferrous Metal Products....	82,080	10	30	730	25,920	53,730	530	100	90	940
Non-Metallic Mineral Pro- ducts.....	26,540		810	290	7,780	13,420	540	680	1,640	1,380
Chemical Products.....	45,430	50	390	500	22,600	18,080	2,550	180	430	650
Miscellaneous Products.....	25,050		30	370	5,390	17,920	400	100	240	600
Electricity, Gas and Water Supply.....	14,060	30	710	270	4,150	6,780	710	240	680	490
Construction—										
Buildings and Structures.....	89,200	540	8,090	2,680	29,480	27,950	2,900	1,500	4,620	11,440
Highway.....	7,130	30	500	90	330	1,200	560	30	210	4,180
All Other.....	8,540		60	120	780	2,430	30	30	950	4,140
Transportation and Communication—										
Air <sup>2</sup> .....	2,890	10			190	10	1,780		870	30
Railway (including express)...	96,680	20	3,640	11,160	21,360	29,400	18,260	4,720	6,600	1,520
Water <sup>2</sup> .....	4,350		1,400	70	1,240	1,050	10	10	70	500
All Other.....	63,780	230	2,360	1,770	18,820	20,900	5,140	2,860	3,700	8,000
Trade.....	274,530	1,260	10,330	9,850	61,390	114,080	22,890	14,480	15,770	24,480
Finance and Insurance.....	59,290	180	1,560	940	16,230	26,690	4,300	2,110	2,250	5,030
Services—										
Business.....	8,870		70	40	2,920	3,740	580	250	400	870
Hotel and Restaurant.....	68,020	270	2,800	1,690	16,450	23,760	4,190	4,550	5,770	8,540
Professional and Public.....	100,690	410	6,510	2,240	15,610	53,380	5,410	5,260	5,790	6,080
Recreational.....	12,100	40	510	310	3,150	4,670	940	690	530	1,260
All Other.....	29,710	120	1,020	980	7,560	11,920	2,040	1,140	1,720	3,210
Unspecified.....	21,790	40	200	280	3,090	10,390	5,720	350	60	1,660
Totals.....	1,997,700	4,080	85,830	54,670	563,270	866,820	114,350	51,230	79,940	177,510
Total Number of Unemploy- ment Insurance Books issued, July 1, 1941, to March 31, 1943 <sup>3</sup> .....	3,033,373	8,149	148,527	84,969	933,525	1,237,236	159,694	80,076	126,660	254,537

<sup>1</sup>This statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewal of April, 1943.

<sup>2</sup>For the purposes of classifying insured persons by industry, the census classification is used. The Unemployment Insurance Act excepts from unemployment insurance persons engaged in certain employments, e.g., "employment in agriculture, horticulture and forestry, employment in fishing, etc." However, it is possible that persons who under the census classification are in exempted employment, may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time, the employing firm or person may be placed in agriculture according to the census classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally exempted.

<sup>3</sup>The workers classified (1,997,700) are those actually working in insurable employment at April 1, 1943. This does not include those who have joined the Armed Services or those who have short periods of insurable employment.

## APPENDIX X

## UNEMPLOYMENT INSURANCE FUND

## STATEMENT OF REVENUE AND EXPENDITURE FOR THE YEAR ENDED MARCH 31, 1944

## REVENUE

## Contributions—

Stamps.....	\$31,767,258 94
Meter Impressions.....	13,205,897 37
Bulk Payments.....	16,875,559 87
Miscellaneous.....	1,446 43

\$61,850,162 61

Less Refunds..... 128,053 94

\$61,722,108 67

Contributions—Dominion Government (20%)..... 12,344,421 74

## Interest on Investment Securities—

Net interest earned after provision for amortization of premium and discount..... 3,923,097 08

Profit on Sale of Investment Securities..... 48,950 06

\$78,038,577 55

## EXPENDITURE

Benefit Payments.....\$ 1,721,666 29

Net Revenue..... 76,316,911 26

\$78,038,577 55

## APPENDIX XI

## STATEMENT OF EMPLOYER AND EMPLOYEE CONTRIBUTIONS AND PROPORTION OF TOTAL INSURED EMPLOYEES ESTIMATED BY CLASSES FOR THE FISCAL YEAR ENDED MARCH 31, 1944

Class	Weekly Earnings	Employer	Employee	Total	Per cent	Per cent of employees by contribution class
0.....	Less than 90c. a day	\$ 575,250 05 cts.	\$ 575,250 05 cts.	\$ 575,250 05 cts.	1.0	2.0
1.....	5.40 — 7.49.....	143,812 51	98,878 82	242,691 33	0.4	0.6
2.....	7.50 — 9.59.....	345,150 03	197,757 63	542,907 66	0.9	1.3
3.....	9.60 — 11.99	834,112 58	593,272 91	1,427,385 49	2.3	3.1
4.....	12.00 — 14.99	1,812,037 67	1,516,141 88	3,328,179 55	5.4	6.7
5.....	15.00 — 19.99	3,825,412 85	3,394,839 42	7,220,252 27	11.7	13.2
6.....	20.00 — 25.99	5,436,113 00	6,064,567 51	11,500,680 51	18.6	18.8
7.....	26.00 or more	15,790,613 95	21,094,147 86	36,884,761 81	59.7	54.3
		28,762,502 64	32,959,606 03	61,722,108 67	100.0	100.0

## APPENDIX XII

## UNEMPLOYMENT INSURANCE FUND

BALANCE SHEET AS AT MARCH 31, 1944

## ASSETS

*Cash*

Deposited to credit of Receiver General.....\$ 5,930,432 32

*Accountable Advances—*

Advance to Local Offices for payment of benefit by cash..... 34,000 00

*Investment Securities (at Book Value)—*Bonds issued by Dominion of Canada..... \$182,814,359 94  
(at Cost)

(Par Value \$178,108,000.00)

Less Amortization of Premium and Discount. 360,262 13  
182,454,097 81*Accrued Interest on Investments—*..... 1,913,786 24\$ 190,332,316 37

## LIABILITIES

Refundable Contributions to Unlocated Persons.....\$ 243 15

Benefit Warrants Outstanding..... 4,132 03

## Balance at credit of Fund—

Net Revenue for twenty-one months ended

March 31, 1943..... \$114,011,029 93

Net Revenue for the year ended March 31,

1944..... 76,316,911 26

\$190,327,941 19\$190,332,316 37

## APPENDIX XIII

INVESTIGATIONS AND INSPECTIONS OF EMPLOYERS COMPLETED BY  
INSPECTORS OF INSURANCE REVENUE DURING THE FISCAL YEAR  
ENDED MARCH 31, 1944

Region	Number of Regis- tered Employ- ers	Number of complete employer inspec- tions	Insurable employ- ees covered	Amount of assess- ments estab- lished	Amount of assess- ments collected	Number of special investi- gations	Number of inspec- tions made for other Gov't. Depts.	Number of Ins- pectors and assistant Inspec- tors
				\$ cts.	\$ cts.			
Maritimes..	12,350	8,482	120,118	89,791 53	79,562 60	933	14,926	41
Quebec.....	49,546	18,009	268,526	367,117 32	342,146 20	3,398	13,123	140
Ontario.....	60,377	31,346	454,587	438,046 77	417,812 55	7,923	26,875	151
Prairie.....	30,813	13,502	145,367	211,024 02	209,572 67	3,140	12,870	76
Pacific.....	15,261	11,770	139,720	173,387 89	172,790 51	5,571	9,880	43
Total.....	168,347	83,109	1,128,318	1,279,367 53	1,221,884 53	20,965	77,676	451



## APPENDIX XIV

INITIAL AND RENEWAL CLAIMS FILED AT LOCAL OFFICES; CLAIMS RECEIVED BY INSURANCE OFFICES FOR ADJUDICATION; NUMBER OF BENEFIT CHEQUES; AMOUNT PAID IN INSURANCE BENEFIT; DURING THE FISCAL YEAR 1943-1944

Insurance Offices	Claims filed at Local Offices	Claims Rec'd. at Insurance Offices	Claims		Amount of Benefit Paid
			Allowed	Not Allowed	
					\$ cts.
Prince Edward Island.....	242	224	166	37	7,376 83
Nova Scotia.....	3,520	3,429	3,081	324	118,357 98
New Brunswick.....	1,224	1,110	785	223	28,646 68
Quebec.....	24,813	23,394	17,822	3,824	812,471 98
Ontario.....	10,295	9,580	7,604	1,827	276,180 31
Manitoba.....	4,733	4,439	3,327	932	147,531 67
Saskatchewan.....	2,027	1,993	1,783	234	77,627 10
Alberta.....	5,567	5,149	4,336	499	107,290 67
British Columbia.....	4,434	4,121	3,555	453	146,183 07
Totals.....	56,855	53,439	42,459	8,353	1,721,666 29

NOTE: There are five Regional Insurance Offices: Moncton, Montreal, Toronto, Winnipeg and Vancouver, and four District Insurance Offices: London, North Bay, Saskatoon and Edmonton. It is at these Regional and District Offices that claims are adjudicated and benefit is computed.



SUMMARY BY PROVINCES OF ACTIVE CLAIMANTS BY AGES AND SEXES AS AT  
MARCH 31, 1944

AGE GROUPS	Prince Edward Island		Nova Scotia		New Brunswick		Quebec		Ontario		Manitoba		Saskatchewan		Alberta		British Columbia		TOTALS		
	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Males	Females	Total
19 and Less.....	1	2	53	22	16	16	979	188	38	98	20	45	7	9	49	35	.....	57	1,163	472	1,635
20 — 29.....	9	14	41	95	50	31	1,629	350	118	202	73	180	24	67	228	115	55	185	2,227	1,239	3,466
30 — 44.....	7	2	134	21	51	14	2,094	146	387	203	213	48	54	38	538	47	137	175	3,615	694	4,309
45 — 54.....	8	.....	65	8	45	2	1,234	38	379	85	155	12	85	14	410	12	127	67	2,508	238	2,746
55 — 59.....	5	.....	13	.....	67	1	584	9	337	19	93	10	59	3	246	.....	107	19	1,511	61	1,572
60 Up.....	10	.....	109	4	43	.....	926	5	709	6	212	6	119	2	288	2	251	6	2,647	31	2,678
Total—Males.....	40	.....	415	.....	272	.....	7,446	.....	1,968	.....	766	.....	348	.....	1,739	.....	677	.....	.....	13,671	.....
Total—Females.....	18	.....	150	.....	64	.....	736	.....	613	.....	301	.....	133	.....	211	.....	509	.....	.....	2,735	.....
GRAND TOTAL.....	58	.....	565	.....	336	.....	8,182	.....	2,581	.....	1,067	.....	481	.....	1,950	.....	1,186	.....	.....	16,406	.....



## APPENDIX XVI

## AMOUNT PAID OUT IN BENEFITS AND NUMBER OF BENEFICIARIES BY PROVINCES—FISCAL YEAR 1943-44

1. Amount paid out. 2. Number of Beneficiaries		Month																			British Columbia	Alberta	Saskat- chewan	Manitoba	Ontario	Quebec	Prince Edward Island	New Brunswick	Nova Scotia	Total for Month
April.....		1. 2.	\$ 3,935 26 140	\$ 6,582 77 232	\$ 914,32 50	\$ 74,026 84 2,640	\$ 23,370 62 862	\$ 11,372 28 494	\$ 5,789 95 263	\$ 7,993 79 336	\$ 8,737 49 397	\$142,723 32 5,434																		
May.....		1. 2.	6,610 98 243	5,045 65 186	959 07 43	69,633 71 2,491	17,257 82 674	9,958 93 404	4,388 42 206	6,244 42 243	9,032 93 353	129,131 93 4,848																		
June.....		1. 2.	8,019 67 356	2,148 07 78	335 75 16	30,825 73 1,263	7,286 26 304	5,625 73 240	2,704 15 125	3,640 54 133	5,720 12 214	66,306 02 2,729																		
July.....		1. 2.	7,367 59 328	999 31 45	258 14 11	20,182 73 786	5,688 77 219	3,974 87 186	1,755 95 80	1,928 12 88	3,425 13 125	45,580 61 1,868																		
August.....		1. 2.	1,336 01 62	1,008 66 32	363 69 12	11,697 22 426	4,923 40 199	2,888 41 130	1,597 38 61	2,018 78 68	2,559 94 114	28,393 49 1,104																		
September.....		1. 2.	2,730 78 132	365 12 21	214 64 10	5,866 50 266	3,953 04 194	2,015 93 101	778 72 46	941 01 43	3,198 52 108	20,064 26 921																		
October.....		1. 2.	2,714 56 195	302 15 15	144 31 8	8,042 74 272	5,285 25 206	2,817 40 132	844 85 34	1,571 00 57	2,585 85 106	24,308 11 1,025																		
November.....		1. 2.	914 52 65	624 95 22	88 37 6	11,634 42 406	8,647 84 335	3,795 30 160	1,388 43 52	2,048 31 82	2,442 51 169	33,584 65 1,297																		
December.....		1. 2.	4,684 59 245	695 78 30	153 84 8	15,687 75 664	11,880 45 479	5,936 58 250	2,362 10 114	4,084 09 171	7,114 13 265	52,599 31 2,226																		
January.....		1. 2.	16,429 48 528	889 62 38	664 88 25	49,306 81 1,656	23,111,10 842	13,518 31 430	6,086 35 252	8,467 19 324	12,563 67 475	131,037 41 4,570																		
February.....		1. 2.	22,842 19 707	2,464 39 97	942 81 35	133,949 29 3,665	44,996 48 1,491	28,993 44 852	19,314 77 649	17,509 53 620	30,381 01 940	301,393 91 9,056																		
March.....		1. 2.	40,772 35 887	7,520 21 228	2,337 01 66	391,041 91 7,101	119,779 28 2,937	56,634 49 1,395	30,616 03 784	50,843 89 1,893	56,421 77 1,388	755,966 94 16,679																		
Totals.....		1. 2.	\$118,357 98 3,893	\$ 28,646 08 1,024	\$ 7,376 83 290	\$821,895 65 21,636	\$276,180 31 8,762	\$147,531 67 4,774	\$ 77,627 10 2,666	\$107,290 67 4,058	\$146,183 07 4,654	\$1,731,089 96 51,757																		

Note: These figures are subject to some slight reduction due to refunds

## APPENDIX XVII

## COURTS OF REFEREES ESTABLISHED

(Those Established During the Fiscal Year 1943-44 Marked \*)

*Prince Edward Island*

\*Charlottetown

*Nova Scotia*

\*Amherst

Halifax

\*New Glasgow

Sydney

\*Sydney

*New Brunswick*

\*Fredericton

\*Minto

Moncton

Saint John

*Quebec*

Chicoutimi

Hull

Montreal

Quebec

\*Rouyn

Sherbrooke

\*Sorel

\*Thetford Mines

Three Rivers

*Ontario*

\*Belleville

Brantford

\*Cornwall

Fort William - Port Arthur

\*Galt

Hamilton

Kingston

*Ontario—Concluded*

Kitchener - Waterloo

London

North Bay

Oshawa

Ottawa

\*Peterborough

St. Catharines

\*Stratford

Sudbury

\*Sault Ste. Marie

\*Timmins

Toronto

Windsor

*Manitoba*

Winnipeg

*Saskatchewan*

\*Moose Jaw

Regina

Saskatoon

\*Yorkton

*Alberta*

Calgary

Edmonton

\*Lethbridge

*British Columbia*

\*Nelson

\*Prince Rupert

Vancouver

Victoria

## APPENDIX XVIII

CLAIMS FOR REFERENCE OR APPEAL TO COURTS OF REFEREES AND UMPIRE  
DURING THE FISCAL YEAR 1943-1944

Insurance Offices	Pending by April 1/44	Appeals by Claimants	References by Insee. Officers	TOTAL	Not Yet Heard	Withdrawn	Heard	Court's Decision		Umpire's Decision	
								Allowed	Not Allowed	Allowed	Not Allowed
Prince Edward Island.....	Nil	1	Nil	1	Nil	Nil	1	Nil	1	Nil	Nil
Nova Scotia.....	Nil	23	Nil	23	5	2	16	4	12	1	1
New Brunswick.....	1	14	Nil	15	3	2	10	1	9	Nil	Nil
Quebec.....	64	434	13	511	53	19	439	110	329	2	2
Ontario.....	21	359	8	388	26	76	286	75	211	Nil	2
Manitoba.....	9	148	6	163	5	6	152	41	111	Nil	Nil
Saskatchewan.....	3	25	1	29	1	1	27	7	20	Nil	Nil
Alberta.....	7	60	2	69	5	7	57	17	40	1	2
British Columbia.....	5	21	1	27	3	Nil	24	2	22	Nil	Nil
Totals.....	110	1,085	31	1,226	101	113	1,012	257	755	4	7















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Canada. Unemployment Insurance Commission

1945  
CANADA

**FOURTH REPORT**  
**OF THE**  
**UNEMPLOYMENT INSURANCE COMMISSION**

1944/45

**FOR THE FISCAL YEAR ENDING MARCH 31, 1945**



**PRESENTED TO PARLIAMENT BY COMMAND**

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1945

*Price, 10 cents*





2A1 273  
- A 56

1945  

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CANADA

**FOURTH REPORT**

OF THE

**UNEMPLOYMENT INSURANCE COMMISSION**

---

**FOR THE FISCAL YEAR ENDING MARCH 31, 1945**

---



PRESENTED TO PARLIAMENT BY COMMAND

OTTAWA  
EDMOND CLOUTIER  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
1945

*To His Excellency Major-General the Right Honourable the Earl of Athlone, K.G.,  
P.C., G.C.B., G.M.M.G., G.C.V.O., D.S.O., A.D.C., Governor General and  
Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Unemployment Insurance Commission for the fiscal year ending March 31, 1945, all of which is respectfully submitted.

HUMPHREY MITCHELL,  
*Minister of Labour.*

To the HON. HUMPHREY MITCHELL,  
MINISTER OF LABOUR.

SIR,—We have the honour to submit herewith, for the information of Parliament, the fourth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1944, to March 31, 1945, except where otherwise indicated.

The report is prepared in compliance with Section 94 of the Unemployment Insurance Act.

Respectfully submitted,

LOUIS J. TROTTIER,  
*Chief Commissioner.*

ROBERT J. TALLON,  
*Commissioner.*

ALLAN M. MITCHELL,  
*Commissioner.*

June 15th, 1945.





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# UNEMPLOYMENT INSURANCE COMMISSION

## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1945

Presented to Parliament Pursuant to the Provisions of the Unemployment Insurance Act, 1940, as amended

### PART I—INTRODUCTION

#### BRIEF HISTORY AND FUNCTIONS OF THE ACT

In 1935 the Parliament of Canada enacted legislation embodying a plan of insurance against unemployment, but this legislation was challenged on the ground that under the provisions of the British North America Act, unemployment insurance came within the jurisdiction of the provinces. On reference to the Supreme Court of Canada, the measure was declared ultra vires of the federal parliament and this decision was upheld by the Privy Council in London. Subsequently, consent was given by each province to a federal plan of unemployment insurance and an amendment to the British North America Act was obtained. The plan was then submitted to Parliament as the Unemployment Insurance Act, 1940, and became law on August 7, 1940. The Act is the first piece of social legislation administered by the Dominion Government and is, therefore, of unusual interest to all Canadians.

The principal function of the Act is to provide an employment service. The fundamental objective of this service is to find suitable work for employable persons who desire employment. To the extent that there is failure to place insured persons involuntarily unemployed, the Act provides aid by way of insurance benefits.

The insurance provisions of the Act apply to all persons employed in Canada under a contract of service, unless their employment is specifically excepted.

The intention of the Act is that the scheme be a co-operative enterprise between employers and employees under government supervision and to this end, it provides for administration by a commission of three members appointed by the Governor in Council. One commissioner, other than the chief commissioner, is appointed after consultation with organizations representative of workers and the other after consultation with organizations representative of employers. As the operations of the commission are largely local in character, the pattern of its services is set in local offices of which there are currently 217 in operation.

Insurance principles and techniques are applied to the uncertainties of employment by the use of an integrated scheme of contributions and benefits based on earning classes. Contributions by employers and employees are, in the aggregate, approximately equal. The Dominion Government contributes an amount equal to one-fifth of the amount contributed by employers and employees, and, in addition, pays the expenses of administration. Moneys received from employers and employees and from the Dominion (as its one-fifth share) are credited to a special account in the consolidated revenue fund called the unemployment insurance fund. The only payments which may be made a charge to the fund are those required to pay claims for insurance benefit and refunds of contributions as provided by the Act. Fund surplus to current requirements may be invested in obligations of, or guaranteed by, the government of Canada, and investments so made may be sold or exchanged for other like securities. All interest received on investments is credited to the fund.

## UNEMPLOYMENT INSURANCE CONTRIBUTIONS

Contributions by employers and employees are remitted by some 150,000 employers on behalf of approximately 3,000,000 insured persons. Three methods of payment are permitted:

1. By purchase of unemployment insurance stamps. These are sold by post offices upon presentation of a completed requisition by a licensed employer. A complete stamp represents the combined employer-employee contribution for a working week, but perforations permit the stamp to be divided into six parts, each part representing one day's contribution. Imprinted on each part is the amount of the employee's contribution. For example, a class 6 stamp valued at 57c. represents a weekly contribution by the employer and employee of 27c. and 30c. respectively and each one-sixth part is imprinted with a boxed "5" indicating the amount of the employee's contribution. The significance of the apportionment between employer and employee contributions lies in the fact that the benefit rights of an insured person are determined on the basis of the employee's contribution only.

2. By purchase of a credit recorded on a metering machine, the control of which is vested in the post office department. The procedure is for a registered user to requisition a credit, whereupon his meter is adjusted by the post office so that it will make impressions up to the value of the credit purchased. The impression shows the number of the meter, the period covered, and the amount of the employer-employee contributions. It does not show the contribution class nor the employee's share; these are inserted by the Commission in the course of the bookkeeping process.

3. By an arrangement with the Commission which permits settlement of aggregate contributions by bulk payment. This method of payment is not approved unless the Commission is satisfied that the employer has a good financial rating, suitable bookkeeping equipment, and a small turnover of personnel. Currently, there are about 200 employers operating under the bulk payment method, and their employees number about one quarter of the total insured population.

For an employer with only a small payroll, the stamp method provides a simple means of making and recording contributions. Employers with larger staffs find the metering method desirable. The bulk payment method was devised primarily to accommodate employers with large payrolls, covering five hundred or more employees.

The accounting for revenues arising from contributions by employers and employees includes the general financial accounting at head office, Ottawa, and the maintenance of individual employee ledger accounts at the regional offices.

## BENEFIT RIGHTS

Unemployment insurance benefit is payable as a right to any insured person who fulfils the prescribed conditions. There is no upper age limit, nor does the receipt of a pension, or income other than from employment affect entitlement to benefit.

Claims for insurance benefit (including registration for employment) are filed at the local offices, either by personal call or, if the applicant lives some distance from the office, by mail. Details of the contributions recorded in the current insurance book are noted at the time the claim is made. When the initial application and related documents are complete, the local office forwards them to the regional office where the contribution history of previous years is added and the claim adjudicated.



Adjudicating is done by insurance officers specially designated for the purpose. If a claim is disallowed by the insurance officer, the applicant may appeal to a court of referees. Normally this consists of three persons, one member selected from a panel of employers' representatives, one member selected from a panel representative of insured persons, and a chairman appointed by the Governor in Council. An appeal may be made from a decision of a court of referees to the umpire, a superior court judge, whose decision is final.

The daily rate of payment of benefit is thirty-four times the average daily contribution made by the employee in the previous two years, or forty times if he proves dependency status. The duration of the period for which benefits are paid is determined by what is known as the ratio rule; that is, benefit for one day for every five days' contributions paid by him in the preceding five years, less one day for every three days' benefit paid to him in the preceding three years.

### ARMED SERVICE

An important feature of the government's policy for the re-establishment of persons discharged from the armed forces is the provision that any discharged person who completes fifteen weeks in insurable employment within any period of twelve months shall be deemed to have been in insurable employment for a period equal to his army service after June 30, 1941. The intent of course is to place the veteran in just as advantageous a position under the Act as his civilian fellow-worker.

The combined employer-employee contributions for the period of armed service are paid into the unemployment insurance fund by the Government out of funds appropriated for the purpose. Although contributions are ordinarily based on the earning class of the individual, the rate of contribution for the period of armed service is the average of the contributions for the fifteen week qualifying period after discharge. In practice, the procedure is that, as soon as the Unemployment Insurance Commission ascertains that a discharged person has completed the qualifying period, the Department of Veterans Affairs is billed for the amount of the combined contributions for the period of armed service. When settlement is received, a contribution ledger card is prepared and sorted into the regular contribution history files.

The benefit rights of the discharged persons are the same as for any insured person.

### GENERAL

The Unemployment Insurance Commission was appointed in October 1940 and the insurance provisions of the Act came into effect on July 1st, 1941.

It is conceivable that much remains to be done to perfect the administrative machinery of this nation-wide organization and particularly so since its normal functions and activities had to be modified and geared to cope with the many exigencies of the war effort for the administration of the National Selective Service Regulations and its related agencies.

Nevertheless, much has been achieved by means of publicity to bring closer to employers and employees the many advantages of its dual service of unemployment insurance and employment facilities. New offices and sub-offices have been opened to relieve existing offices and speed up the payment of benefits. An intensive program of staff training has increased appreciably the efficiency of the staff and the effectiveness of the administration.

Stress was laid particularly on the study of excepted groups under Part II of the First Schedule to the Act, presenting administrative problems. With the assistance of its Coverage Committee and jointly with the Unemployment Insurance Advisory Committee, all the excepted groups were surveyed, with the result that it will be possible to recommend to the Governor-in-Council and later to the House, the extension of the coverage of the Act (wholly or partly) with appropriate administrative features, to certain of these groups.



These groups are logging and lumbering, horticulture and part of agriculture, professional nurses and transportation by air. Other group presenting administrative difficulties are still under study.

The administration of National Selective Service Regulations became one of the main functions of our services in September 1942. This additional task put our personnel and our administrative set-up to a severe test. However, the experience acquired during the war years will mean much to make the staff conscious of its administrative and social functions.

It may be said that the administration and application of unemployment insurance have made great strides in this fourth year of operation and that the Canadian people realize to a much greater extent the outstanding advantages of this social service. In the light of the experience gained of the needs of industry and labour, postwar plans are being developed upon which hopes are held for the successful operation of Canada's first national social security legislation.

The insurance features of the Act, such as the collection of contributions and the payment of benefits, have received due supervision. The unemployment insurance Fund which, at the end of the last fiscal year, stood at \$190,327,941.19, has grown to \$268,034,459.86. In accordance with the Act, this reserve has been invested in Dominion Government Bonds.

The total amount of unemployment insurance benefits paid out of the Fund since its inception is \$7,137,776.39 on March 31, 1945.

## PART II—ADMINISTRATION

### THE COMMISSION

One of the main features of the Unemployment Insurance Act provides for the appointment of a Commission to create and administer a coordinated programme of unemployment insurance and employment service. The Unemployment Insurance Commission so constituted consists of three commissioners appointed by the Government: A Chief Commissioner, one Commissioner appointed after consultation with organizations representing the employees, and the other appointed after consultation with organizations representing the employers. They are respectively Messrs. L. J. Trottier, Robert J. Tallon and Allan M. Mitchell.

In order to enable the Minister of Labour to make more direct use of the organization already set-up under the Commission for the administration of National Selective Service, Order-in-Council P.C. 7994 was enacted on September 4, 1942, by the Governor General in Council with the concurrence of the Unemployment Insurance Commission. The "Employment Service and Unemployment Insurance Branch", which was created following this Order, is still in operation and will remain so for the duration of the war, or until such date as the Governor General in Council may elect.

### ADMINISTRATIVE ORGANIZATION

#### GROWTH OF THE ORGANIZATION

At the close of the fiscal year ending March 31, 1944, the Commission had under its control and supervision, in addition to Head Office, 5 Regional Offices 4 District Insurance Offices and 215 Local Offices, with a total staff of 5,572. The rapid expansion of the organization as well as the increased responsibilities involved in the administration of the National Selective Service Civilian Regulations have made it necessary to open 1 additional District Office and 2 additional Local Offices, and to increase the staff by 887 as at March 31, 1945.

Suboffices have also been opened in large centres to relieve the main office and add to the convenience of the staff and of the public. The location of offices will be found in Appendix I.

Of course, it is impossible to estimate how much of this growth is due to National Selective Service and how much to the normal activities of the Unemployment Insurance Commission.

### OPERATIONS BRANCH

The functions of the Operations Branch are exercised through its three sections: Inspection, Staff Training and Planning and Methods. The close liaison between these sections enables the maximum direction and service to be applied in the training of staff, and the overall inspection and supervision of staff, procedures and regulations.

During the year the work of Head Office Supervising Inspectors was principally confined to special investigations, surveys, and installation of the postwar plan of organization in a number of the larger offices. This work is covered under Planning and Methods.

#### *Inspection*

During January, 1945, the five Regional Supervisors of Inspection and Training met at Head Office for a four day conference at which the head of each Head Office Branch discussed his problems in relation to the assistance that could be given by Travelling Supervisors in the field.

Regional Travelling Supervisors were not able to devote their full time to inspection work but were required to make numerous local office visits on special assignments, to serve on Civil Service Commission Oral Examination Boards, and to substitute for managers. In spite of these supplementary duties an extensive programme of local office inspection work was completed.

A new Schedule of Inspection and an Inspection Guide was prepared by Operations Branch for the use of Regional Travelling Supervisors in their inspection work. This new form of report adequately covers all phases of local office operation, including administration and staff, and enables Regional Office, as well as Head Office, to evaluate the local office performance as well as the work of the Travelling Supervisor concerned.

Throughout the year special attention was given by Regional Travelling Supervisors to ensuring that local office performance was in conformity with prescribed procedure, and the experience in the field, as well as that of the Head Office Supervisors, indicates a consistent all-round improvement in local office operations.

During the year the descriptions of local office areas were reviewed, and as far as possible changes made to have their boundaries conform with the census divisions instead of by electoral districts. Four of the five regions are now set up according to this plan, which was considered advisable so that population and employment statistics compiled by the Dominion Bureau of Statistics could be used for comparative statistical information of local offices.

The following charts have been prepared, revised and distributed: Organizational, Functional, Flow Charts, Post-War Organization and other special charts as required. Performance reports of local offices have been tabulated and condensed. Complaints received at Head Office have been dealt with in accordance with administrative instructions.

#### *Staff Training*

Under the direction of the Staff Training Section of the Operations Branch, staff training has become an integral part of regional and local office operation.



In September a conference was attended by senior insurance officials of field and Head Office staff and the Regional Staff Training Advisers, to institute new insurance procedures. Regional officials who attended have, in turn, established training schools at regional and local office levels. During the year conferences were conducted at Head Office covering Special Placements. There were also two conferences of Field Staff Training Advisers which included discussions with Head Office heads of Branches, and participation in a training course put on by the Department of Veterans Affairs dealing with the liaison between the work of local offices and that Department.

An outline of courses given in the field includes Job Instruction Follow-Through; National Selective Service Civilian Regulations; Supplementary Allowances; Breakdown and Cross Index of Insurance Forms; Claims Taking Procedure and Actuarial Random Sample Procedure. A new course of training covering post-war operations has been instituted.

### *Planning and Methods*

Self-registration, after an adequate trial period, was introduced by the Planning Section into twelve of the larger offices of the Commission, and has been installed in other offices by the Head Office Supervising Inspectors.

Winnipeg and Quebec local offices were selected as trial centres for the installation of the post-war plan of organization. Later surveys were made in all regions except the Pacific Region, and the post-war plan of organization is now installed and giving satisfactory service to the public, in Montreal and Kitchener. Surveys have been completed in the four regions in grade three offices and up, and installation is under way.

Three Technical Handbooks were edited, printed, and two of them circulated. Two others have been drafted, and one is now at the printing bureau. An Employment Manual has been edited and a first edition printed. Forms have been drafted or redrafted for other Branches of the Commission.

### PERSONNEL

On March 31, 1942, there were 1,570 persons on the staff of the Commission. By March 31, 1943, this number had grown to 4,352 and as of March 31, 1944, the figure was 5,572. The total number on March 31, 1945, stood at 6,459, distributed as follows:

Head Office.....	316	Prairie Region.....	1,024
Inspection		Ontario Region.....	1,746
(Regional Office).....	336	Quebec Region.....	1,894
Pacific Region.....	679	Maritime Region.....	464

In accordance with Section 10 (1) of the Unemployment Insurance Act, the selection and appointment of staff have been carried out by the Civil Service Commission.

In addition to increase in staff of 887, replacements were required for 1,466 who separated from our Commission between April 1944 and March 31, 1945.

The process of reassignment of employees to other positions was immeasurably improved. The issuance of certificates of employment by the Civil Service Commission for persons engaged with this Commission was facilitated by improving operations in Regional Offices and by improving liaison with the Civil Service Commission, with the result that no difficulty was experienced in obtaining payment of salaries of new staff.



Maintenance of track for the railroads was assisted by the use of agricultural workers in the in-between seasons together with the transportation of large numbers of students who gave valuable help during their vacations.

Handling of grain in the great grain elevators absorbed large numbers of heavy labourers in addition to skilled personnel. It was necessary to transfer large numbers of men to meet the demand. That these operations were successful is shown by the proportionate increase in car unloadings.

The demands of the shipbuilding yards were in general satisfied by labour transfer between provinces organized by our Regional offices. Some tradesmen, particularly ships' carpenters, marine welders and electricians, have been too scarce to satisfy fully the needs of the shipbuilding industry.

The marine working force on the Great Lakes was maintained during the season by the introduction of the so-called "freeze" order. Recruiting of sea-going marine personnel has continued with fair success.

In construction the shortage of bricklayers in particular has created serious difficulties. Extraordinary efforts to recruit construction labour and the fullest use of clearance and transfer operations have been required to supply the bare minimum requirements of skilled tradesmen in this industry. Construction of hospitals and important housing projects created a huge demand for brick at a time when brickyard workers were gainfully employed elsewhere. This condition became chronic during the fall and winter months.

Control of the exit of manpower from the country required the investigation of more than 15,000 applications for labour exit permits; approximately one-half of these applications were approved.

During the year Armed Forces Registration Units were established in all local offices. These units offer a specialized placement service to the men or women recently discharged from the Armed Forces. All applicants in this category are conducted directly to these special units and following interview and registration are introduced to skilled placement officers well qualified to match the applicant to the vacancies on file. To take care of the placement of persons in the category of executives and professionals, separate offices are in the process of establishment in each region.

In the past year the work of the Employment Service has been devoted in large measure to meeting emergency labour requirements. In most cases these have been fairly well looked after. In Appendices IV, V, VI, VII, VIII will be found statistical data which indicate the numbers of workers registered for employment at local offices and the numbers of placements effected by the offices.

#### SPECIAL PLACEMENTS

During the war thousands of physically handicapped civilians have been employed by firms in Canada, and many employers discovered for the first time the contribution a handicapped person could make. To obtain suitable employment for physically handicapped individuals is one of the chief functions of the Special Placements Division, and during the period under review considerable progress has been made. Many activities, based on an awareness that physically handicapped citizens require special attention in order to find jobs suited to their disabilities, have been undertaken. The other main effort of the Division is concerned with young men and women coming directly from school or from the Armed Services and who are entering the employment field for the first time. This group requires guidance and is the special responsibility of this Division. Liaison has been established with Provincial Departments of Education and the Universities with a view to co-ordinating their vocational guidance plans with those of the Special Placements Division.

Appointments of Regional Supervisors of Special Placements were made in all regions, and a special staff training conference was held in Ottawa in September, 1944, at which one of the main speakers was Dr. K. Vernon Banta, Principal Employment Specialist (Physically Handicapped), War Manpower Commission, Washington.

During the year, the Division took part in five radio broadcasts on the series "The People Ask". Three of these dealt with vocational guidance, the others with the physically handicapped. All these broadcasts created a great deal of interest.

The Division, in collaboration with Mr. E. R. Jarman, was responsible for the preparation of a special report dealing with the need for and interest in a programme of civilian rehabilitation in Canada, and an article, "New Hope for the Disabled", was supplied for the January, 1945, issue of Canadian Welfare. A number of addresses were delivered including those to the Regional and National Employment Committee at Regina, Saskatchewan, and Niagara Falls, Ontario, the International Association of Public Employment Services' convention in Milwaukee, Wisconsin, and the convention of the Ontario Association of the Deaf in Toronto. Close contact has been maintained with the Department of Veterans Affairs and particularly with the Supervisor of the Casualty Section, Major E. A. Dunlop, and the Veterans Welfare Officers. Assistance has been given to the various personnel counselling training groups, conducted by the Department of Veterans Affairs and the R.C.A.F. Assistance has also been given to Major Gordon Chutter, Vancouver, who is keenly interested in the development of a national plan of civilian rehabilitation and who has, as a first step, organized a Council for the Guidance of the Handicapped in that city.

The finest co-operation has been received from the Canadian National Institute for the Blind, the National Society for the Deaf and the Hard of Hearing, the Ontario Association of the Deaf, Ontario Workmen's Compensation Board, and, in fact, from all organizations, trade unions, and government departments. The attitude of many employers towards accepting handicapped individuals is encouraging.

The placements of the handicapped by local offices throughout the Dominion have averaged more than one thousand per month of all types of disabilities.

By arrangement with the Civil Service Commission, Special Placements Sections will shortly be established or enlarged in the offices of the Commission in the principal cities. With the appointment of additional trained personnel, local offices will be able to play an even more important part in developing placement work for the handicapped and the programme of vocational guidance.

#### NATIONAL EMPLOYMENT COMMITTEE

In order to develop and retain closer relations with Regional and Local Employment Committees throughout Canada, the National Employment Committee decided to hold a meeting, in association with the Regional Employment Committee, in each of the five regions of the Dominion. To these meetings Chairmen of Local Employment Committees are invited.

The first of these joint meetings took place at Regina, Sask., on December 1 and 2, 1944, and the second at Niagara Falls, Ont., on February 28 and March 1, 1945. These two meetings clearly demonstrated the value of such joint gatherings. Members of the Regional Committee, and Chairmen of Local Committees in the Region concerned, were brought into close contact with the National Committee and a valuable interchange of ideas resulted. The Chairmen of Local Committees were in a position, following the meeting, to return to their respective localities with a much clearer idea of the nature of the work which they could do to assist in the solution of employment problems. The National Committee, on the other hand, gained a clearer perspective in respect to viewpoints in the Regions visited. It is proposed to continue the meetings during the coming year, visiting the other Regions.



In response to suggestions received from the Prairie Region following the joint meeting, four new Local Employment Committees were established. Subsequently, the Commission also established new Committees at nine additional points in the Province of Quebec, bringing the number of Local Committees in that Province up to seventeen.

The establishment of thirteen additional Committees brings the total number of Local Committees throughout Canada to sixty-one. Another result of the joint meetings which took place during the year was the establishment of a clearer understanding respecting the handling of recommendations of Local Employment Committees. They are now sent to the Regional Employment Committee concerned, given further consideration by that Committee, and, if approved, and if action is required at Ottawa, they are sent on to the National Committee. Previously, some of these recommendations were sent directly by Local Committees to the National Committee without further review by the Regional Committee.

Under the provisions of the Unemployment Insurance Act, all Committees are advisory. The Local Committees primarily advise Local Managers. Regional Committees are advisory bodies primarily to the Regional Superintendents. The advice of the National Committee is available for the Unemployment Insurance Commission and the Director of National Selective Service.

Personnel of the National Employment Committee remained unchanged with the exception of the vacancy created by the appointment of Dr. Geo. F. Davidson to the post of Deputy Minister of Welfare. Dr. Davidson had been representing the Canadian Welfare Council on the National Employment Committee. Arrangements are being made with the Council to replace Dr. Davidson.

Members of the National Employment Committee are:

Tom Moore, Ottawa, former President of the Trades and Labour Congress of Canada, Chairman; Commissioner R. J. Tallon, Acting Chairman; Carl Berg, Edmonton, former President of the Edmonton Trades and Labour Council and Vice-President of the Trades and Labour Congress of Canada; E. R. Complin, Montreal, Manager of Industrial Relations, Canadian Industries Limited, representing the Canadian Manufacturers' Association; J. C. G. Herwig, Ottawa, General Secretary of the Canadian Legion, representing War Veterans; G. S. Hougham, Toronto, Dominion Secretary, Retail Merchants Association of Canada, representing the retail trade; Aubrey L. Lott, the Steel Company of Canada, Ltd., Hamilton, representing the Canadian Chamber of Commerce; Mrs. Florence F. Martel, Montreal, representing women; A. R. Mosher, Ottawa, President of the Canadian Congress of Labour; and R. J. Scott, Toronto, representing agriculture.

## PART IV—UNEMPLOYMENT INSURANCE

### COVERAGE

Further study was given during the past year to the possible extension of coverage to the lumbering and logging industry. A report was made by Mr. A. D. Watson of the Department of Insurance on June 5, 1944, dealing with the probable effect on the Fund of insuring workers in this industry. Recommendations regarding inclusion of this and several other employments at present excepted were made to the Unemployment Insurance Advisory Committee and public hearings were held in February, 1945, in regard to the proposal to insure lumbering and logging. The Advisory Committee recommended that, in view of the administrative problems, coverage be extended to lumbering and logging gradually in areas prescribed by the Commission.



Special investigations have been carried on in regard to seasonal employments and to devising regulations to control the payment of benefit to seasonal employees.

By a resolution dated April 4, 1944, the Commission exercised its power to extend coverage under certain conditions to persons employed in Newfoundland and Labrador who were insured persons immediately before leaving Canada.

Under the Agreement of April 12, 1942, with the United States for the reciprocal treatment of contributions and benefit, thirty-two of the States and Territories are now co-operating with Canada. This Agreement makes it possible to avoid duplication of contributions where a person is employed both in Canada and the United States. It also enables each country to utilize the other's employment offices for the taking and transmitting of claims.

Under an amendment to the Act made effective September 1, 1943, charitable institutions, though not required to insure their employees, are permitted to do so with the consent of the Commission. Up to March 31, 1945, permission to insure certain groups or classes of employees had been granted to ninety charitable institutions. This reflects the growing realization on the part of such employers of their social responsibility as regards employees who would ordinarily be insured if working for any other employer.

During the year the facilities for handling coverage problems were increased by the appointment of additional officers at Head Office and a Regional Coverage Officer in each Region. This will make possible more prompt and efficient service to the public and to the offices of the Commission and will provide a nucleus of staff for the gathering of data, supervision of investigations and the making of reports on coverage matters.

#### EMPLOYER-EMPLOYEE REGISTRATION

The number of registered employers has remained fairly constant throughout the fiscal year with most of the increase taking place during the summer months. A review made in 1945 indicates that although we have 162,738 employers licensed to purchase insurance stamps, the number who actually had insurable employees at March 31, 1945, was approximately 147,000. The difference is accounted for by summer seasonal employers, employers temporarily suspending operations, and those whose licences were awaiting cancellation upon final audit. The net increase for the year under review was 8,400.

Some 455,000 new entrants to insurable employment were registered during the year, and the total number of insurance books issued during 1944-45 reached a figure of just under 3,100,000. Reference to Appendix IX will indicate that during the year 1943-44, approximately 3,175,000 books were issued and of this number, approximately 2,200,000 insured persons only were working on April 1944, and the difference is accounted for by a number of persons who "dip into" insurable employment for short periods, those who have joined the Armed Forces, or otherwise left insurable employment.

#### CONTRIBUTIONS

The total employer and employees contributions amounting to \$63,730,-896.46 for the fiscal year under review represent an increase of \$2,008,787.79 or 3.3 per cent over the corresponding amount for the previous year. The same proportionate increase has occurred in the Government contribution of 20 per cent amounting to \$12,746,179.30. Details of contributions will be found in Appendix X and Graph A.

52·7 per cent of the employer and employee contributions were made under the stamp method, 19·1 per cent under the meter machine method and the balance, 28·2 per cent, under the bulk payment method.

Contributions are made according to a graded scale and it has been estimated that during the past fiscal year, in the country as a whole, the employers contributed 46 per cent and the employees 54 per cent of the combined contributions. The proportion for the previous fiscal year was 46·6 per cent and 53·4 per cent respectively. (*See Appendix XI and Graph B.*)

Contributors in the top contribution class (7) increased from 54·3 per cent of the total during the previous fiscal year to 68·8 per cent during the fiscal year under review. Decreases have occurred in the contributors of all the remaining contribution classes from 0 to 6. (*See Appendix XI and Graph C.*)

#### UNEMPLOYMENT INSURANCE FUND

The Unemployment Insurance Fund was again increased during the fiscal year. At March 31st, 1945, the balance at the credit of the Fund was \$268,-034,459.86 as compared with \$190,327,941.19 at the end of the previous fiscal year. Details will be found in Appendix XII. It is considered necessary to again emphasize that the only charges to the Fund are claims for Unemployment Insurance Benefit and refunds of contributions. The cost of administration is not a charge against the Insurance Fund and the whole of the amount at the credit of the Fund is available to meet the future liabilities of the Fund towards insured persons.

During the whole period during which the Fund has been in operation, the Fund has continued to increase as the level of employment has been very high and the incidence of unemployment is considered to be less than can be expected under normal employment conditions.

As provided by the Act, the whole of the Fund is invested by the Investment Committee in Dominion Government Securities.

#### UNEMPLOYMENT INSURANCE ADVISORY COMMITTEE

The Unemployment Insurance Advisory Committee submitted its Annual Report to the Governor in Council as provided by Section 84 of the Act. In addition, the Committee considered a number of matters referred to it by the Governor in Council and by the Unemployment Insurance Commission. These were mainly matters concerning the extension of the coverage of the Act to classes of persons not now insured and to certain other matters with regard to the operation of the Fund.

#### AUDIT OF EMPLOYERS

During the fiscal year 114,680 complete audits were conducted. This is an increase of 31,571 or 38 per cent over the audits conducted during the previous year and represented 62 per cent of the registered employers. Details of the audits will be found in Appendix XIII.

In addition to the regular audits 24,789 investigations were conducted covering irregularities in insurance books, complaints from employees, non-registration and refunds.



The result of the audits and investigations was to establish assessments covering contributions not properly made of \$1,442,932.28. By the end of the fiscal year, March 31, 1945, all but \$68,563.73 of the above mentioned amount was collected.

In addition to conducting audits and investigations regarding Unemployment Insurance, the audit staff of the Commission has made investigations to ensure that the Regulations and Orders of the Director of National Selective Service and the National and Regional War Labour Boards have been complied with.

#### UNEMPLOYMENT INSURANCE UNDER THE POST-DISCHARGE RE-ESTABLISHMENT ORDER

The Post-Discharge Re-Establishment Order, P.C. 7633 was revoked and re-enacted with certain amendments as P.C. 5210, dated July 13, 1944.

Under the old Order, a discharged person was obliged to exhaust his rights to Unemployment Insurance before receiving the Out-of-Work Benefit under the Post-Discharge Re-establishment Order. However, under the amendment, a discharged person is now encouraged to exhaust his benefits under the Order before applying for Unemployment Insurance Benefit. No change was made with regard to the method of qualifying for Unemployment Insurance or in the rate of contributions to the Fund.

#### CLAIMS

During the period under review, a total of 104,904 claims were filed at Local Offices, as compared with 56,855 in the previous fiscal year. The net amount of benefit paid was \$4,966,483.51 as compared to \$1,721,666.29 in the previous year. Increased claims were registered in every part of the Dominion. (See Appendix XIV and Graphs D and E.)

While the number of claims received during the year might be considered fairly large in view of the fact that the country was at war and that there was a shortage of manpower, this represents only 4 per cent of the registered insured population, and this was substantially lower than the percentage of unemployment which may be expected under normal conditions. It is also pointed out that the average duration of benefit, 24.4 days per claim (month of March), was considerably lower than can be expected and indicates that many claims covered only short periods of temporary adjustment. The increase in the number of claims indicates that greater lay-offs occurred during the year than in the previous year. While the object of Unemployment Insurance is to cover temporary periods of adjustment, *i.e.*, periods of transition between jobs, and not to provide for long periods of acute unemployment, it can be expected that in normal times the average duration of benefit will increase to some extent, due to fewer opportunities of employment for many who, but for the war, would not have been in employment and also due in part to insured workers acquiring increased benefit rights through being insured for a longer period.

Claims were received from workers in the majority of industries, and to illustrate the extent to which unemployment has affected the various occupations, a statement is attached (Appendix XV) showing the occupational groups by province and the age and sex of claimants who had filed claims or were registered for benefit during the week ending March 31, 1945.



In the coal mining industry in Alberta, a number of miners were on short-time work during most months throughout the fiscal year. The usual seasonal lag in employment in the construction industry also occurred. The statement further shows that 39 per cent of those registered for claims were 45 years of age or over, and 25 per cent were 55 years of age and over. Even under present conditions of employment it is more difficult to place and keep in regular employment men and women in the older age groups.

In the fiscal year just past, the largest number of claims, approximately 19.5 per cent of the total, were received in the month of January, and the largest payment of benefit, approximately 32.2 per cent of the total, was made in the month of March. As statistical reports were compiled monthly as at the 20th of each month, upon the expiry of the fiscal year on March 31 the period covered for the month of March extended from February 20 to March 31, and this accounts in part for the large amount paid. Appendix XVI details the number of claims and benefit paid by month and by province.

To expedite the payment of claims for benefit, the issuance of cheques was discontinued in the larger offices and payment by cash and by warrant substituted. This new procedure will be installed in all Local Offices early in the coming year.

The Insurance Officers received 102,154 claims for adjudication and allowed 83,175 claims and disallowed 18,979. The balance of 3,659 claims was pending on March 31. (Appendices XIV and XVII.)

#### COURTS OF REFEREES AND THE UMPIRE

During the fiscal year some 52 Courts of Referees have been in operation. These Courts, organized for Unemployment Insurance purposes, were utilized as Courts of Appeal under National Selective Service Regulations. One additional Court at Guelph was established during the fiscal year. The location of the Courts is shown in Appendix XVIII.

2,623 appeals and references were made to the Courts during the year, representing a little less than 2.5 per cent of the total claims received. Of the 2,128 appeals actually heard by the Courts, 642 were allowed and 1,486 were disallowed. Full details will be found in Appendix XIX.

During the period under review, 22 cases were heard by the Umpire, of which 12 were allowed and 10 disallowed.

## APPENDIX I

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office — Ottawa, Ont.

Regional Offices — Maritime Region — Moncton, N.B.

— Quebec “ — Montreal, Que.

— Ontario “ — Toronto, Ont.

— Prairie “ — Winnipeg, Man.

— Pacific “ — Vancouver, B.C.

District Offices — London, Ont., North Bay, Ont., Edmonton, Alta., Saskatoon, Sask., Quebec, P.Q.

## EMPLOYMENT AND SELECTIVE SERVICE OFFICES

*Maritime Region—*

Prince Edward Island—Charlottetown, Summerside.

Nova Scotia—Amherst, Bridgewater, \*Dartmouth, Digby, \*Glace Bay, Halifax, \*Inverness, Kentville, Liverpool, New Glasgow, \*New Waterford, \*Pictou, Springhill, Sydney, \*Sydney Mines, \*Sydney North, Truro, Yarmouth.

New Brunswick—Bathurst, Campbellton, Edmundston, Fredericton, Minto, Moncton, Newcastle, Saint John, St. Stephen, Sussex, Woodstock.

Quebec: Magdalen Islands.\*

*Quebec Region—*

Quebec—Acton Vale, \*Arvida, Asbestos, Baie St. Paul, Beauharnois, Buckingham, Campbell's Bay, Causapscal, Chandler, Chicoutimi, Coaticook, Cowansville, Dolbeau, Drummondville, East Angus, Farnham, Granby, Hull, Joliette, Jonquière, \*Lachine, Lachute, La Malbaie, La Tuque, Lévis, \*Longueuil, Louiseville, Magog, Matane, Mégantic, Mont Laurier, Montmagny, \*Montmrency, Montreal, Plessisville, \*Pointe-aux-Trembles, Port Alfred, Quebec, Richmond, Rimouski, Rivière-du-Loup, Roberval, Rouyn, Ste. Agathe, Ste. Anne de Bellevue, St. Georges de Beauce, St. Hyacinthe, St. Jean, St. Jérôme, St. Joseph d'Alma, St. Paul l'Ermite, Ste. Thérèse, Shawinigan Falls, Sherbrooke, Sorel, Thetford Mines, Three Rivers, Val d'Or, Valleyfield, \*Verdun, Victoriaville.

*Ontario Region—*

Ontario—Arnprior, Barrie, Belleville, Bracebridge, Brampton, Brantford, Brockville, Carleton Place, Chatham, Cobourg, Collingwood, Cornwall, Dunnville, Fergus, Fort Erie, Galt, Gananoque, Goderich, Guelph, Hamilton, Hawkesbury, Ingersoll, Kapuskasing, Kingston, Kirkland Lake, Kitchener, Leamington, Lindsay, Listowel, London, Midland, Napanee, Newmarket, New Toronto, North Bay, Niagara Falls, Orangeville, Orillia, Oshawa, Ottawa, Owen Sound, Paris, Parry Sound, Pembroke, Perth, Peterborough, Picton, Port Colborne, Port Hope, Prescott, Renfrew, St. Catharines, St. Thomas, Sarnia, Sault Ste. Marie, Simcoe, Smith's Falls, Stratford, Sturgeon Falls, Sudbury, Tillsonburg, Timmins, Toronto, Trenton, Walkerton, Wainaceburg, Welland, Weston, \*West Toronto, Windsor, Woodstock.

*Prairie Region—*

Ontario—Fort Frances, Fort William, Kenora, Port Arthur.

Manitoba—Brandon, Dauphin, Flin Flon, Portage la Prairie, Selkirk, \*St. Boniface, The Pas, Winnipeg.

Saskatchewan—Eastevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta—\*Black Diamond, Blairmore, Calgary, Drumheller, Edmonton, Edson, Lethbridge, Medicine Hat, Red Deer.

British Columbia—Dawson Creek.

*Pacific Region—*

British Columbia—Chilliwack, Courtenay, Cranbrook, Duncan, Fernie, Kamloops, Kelowna, Nanaimo, Nelson, New Westminster, \*North Vancouver, Penticton, Port Alberni, Prince George, Prince Rupert, Princeton, Trail, Vancouver, Vernon, Victoria.

Yukon—\*Dawson City, White Horse.

\*Sub-Offices.

## APPENDIX II

**CRIMINAL PROSECUTIONS OF DELINQUENTS UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940, AS AMENDED, AND CONTRIBUTION REGULATIONS  
AND LEGAL PROCEEDINGS FOR THE RECOVERY OF BENEFIT  
WRONGFULLY OBTAINED.**

Type of Case	Nature of Proceedings	Com- menced	Convic- tion or satis- factory settle- ment	With- drawn	Acquit- tals	Pending
For failure to return insurance books	Criminal prosecution	35	27	8	0	0
For failure to pay contributions.....	Criminal prosecution	48	42	2	2	11
For recovery of unpaid contributions	Civil action	3	1	0	—	2
For obtaining benefit illegally.....	Criminal prosecution	67	28	12	4	23
For recovery of benefit illegally obtained	Civil action	18	20	4	—	4
For keeping for sale U.I.C. Stamps illegally	Criminal prosecution	1	1	0	0	0
For failure to produce records for inspection	Criminal prosecution	3	2	0	0	1
For wilfully obstructing an inspector	Criminal prosecution	1	1	0	0	0
Total.....	.....	176	122	26	6	41

## APPENDIX III

**ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT INSURANCE COMMISSION  
DURING THE PERIOD APRIL 1, 1944 TO MARCH 31, 1945**

Salaries.....	\$ 3,352,370 87
Cost of Living Bonus and Other Paylist Items.....	482,281 63
Professional and Special Services.....	29,834 01
Commissions to Post Office Department.....	266,280 29
Printing and Stationery.....	134,209 86
Supplies and Materials.....	68 14
Unemployment Insurance Stamps.....	24,766 56
Unemployment Insurance Workers' books.....	58,196 02
Travelling Expenses.....	211,864 04
Freight, Express and Cartage.....	13,233 12
Equipment.....	56,143 12
Telephones, Telegrams and Postage.....	179,305 48
Lands and Buildings.....	29,018 99
Rents.....	202,105 45
Advertising and Publicity.....	53,547 59
Miscellaneous and Current Expenses.....	19,401 78
	<u>\$5,112,626 95</u>



## APPENDIX IV

## PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS, DURING THE YEAR MARCH 31, 1944, TO MARCH 29, 1945

Months	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
1944							
March 31 to April 27.....	81,034	40,291	1,067	2,634	82,101	42,925	125,026
April 28 to June 1.....	118,951	59,092	1,200	3,329	120,151	62,421	182,572
June 2 to June 29.....	92,219	52,858	876	2,525	93,095	55,383	148,478
June 30 to July 27.....	84,372	52,619	985	2,531	85,357	55,150	140,507
July 28 to Aug. 31.....	96,240	58,972	1,155	2,750	97,395	61,722	159,117
Sept. 1 to Sept. 28.....	80,363	57,820	1,232	2,226	81,595	60,046	141,641
Sept. 29 to Nov. 2.....	111,006	64,516	1,243	3,095	112,249	67,611	179,860
Nov. 3 to Nov. 30.....	101,356	51,672	1,018	2,392	102,374	54,064	156,438
Dec. 1 to Dec. 28.....	71,807	31,430	1,353	2,326	73,160	33,756	106,916
1945							
Dec. 29 to Feb. 1.....	98,318	49,016	1,603	2,553	99,921	51,569	151,490
Feb. 2 to Mar. 1.....	72,726	43,683	1,124	1,853	73,850	45,536	119,386
Mar. 2 to Mar. 29.....	70,921	42,364	1,108	2,260	72,029	44,624	116,653
Totals, 1944-45.....	1,079,313	604,333	13,964	30,474	1,093,277	634,807	1,728,084

\*Placements are termed "casual" when the duration of the employment offered is seven days or less.

## APPENDIX V

## PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY EMPLOYMENT AND SELECTIVE SERVICE OFFICES IN THE VARIOUS PROVINCES DURING THE YEAR MARCH 31, 1944, TO MARCH 29, 1945

Provinces	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
Prince Edward Island.....	3,425	2,121	51	12	3,476	2,133	5,609
Nova Scotia.....	38,754	20,666	449	713	39,203	21,379	60,582
New Brunswick.....	35,281	16,051	252	322	35,533	16,373	51,906
Quebec.....	351,545	145,200	520	1,353	352,065	146,553	498,618
Ontario.....	413,479	273,527	3,298	9,325	416,777	282,852	699,629
Manitoba.....	35,026	33,955	3,407	8,771	38,433	42,726	81,159
Saskatchewan.....	23,783	18,628	1,453	2,564	25,236	21,192	46,428
Alberta.....	48,528	30,709	1,607	3,530	50,135	34,239	84,374
British Columbia.....	129,492	63,476	2,927	3,884	132,419	67,360	199,779
Totals for Canada.....	1,079,313	604,333	13,964	30,474	1,093,277	634,807	1,728,084
Comparable Totals— Year 1943-1944.....	1,180,148	661,835	14,910	34,188	1,195,058	696,023	1,891,081

\*Placements are termed "casual" when the duration of the employment offered is seven days or less.

## APPENDIX VI

APPLICATIONS FOR EMPLOYMENT AS REGISTERED BY EMPLOYMENT AND  
SELECTIVE SERVICE OFFICES DURING THE YEAR MARCH 31, 1944,  
TO MARCH 29, 1945

Provinces	Men	Women	Totals
Prince Edward Island.....	6,142	3,484	9,626
Nova Scotia.....	50,444	31,493	81,937
New Brunswick.....	49,655	23,798	73,453
Quebec.....	547,799	208,943	756,742
Ontario.....	562,426	359,049	921,475
Manitoba.....	65,642	64,610	130,252
Saskatchewan.....	50,224	36,662	86,886
Alberta.....	71,351	52,523	123,874
British Columbia.....	186,910	112,210	299,120
Totals for Canada.....	1,590,593	892,772	2,483,365
Comparable Totals, Year 1943-1944.....	1,626,429	997,280	2,623,709

## APPENDIX VII

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY  
EMPLOYMENT AND SELECTIVE SERVICE OFFICES DURING THE  
YEAR MARCH 31, 1944, TO MARCH 29, 1945

Provinces	Men	Women	Totals
Prince Edward Island.....	4,539	2,603	7,142
Nova Scotia.....	56,439	26,981	83,420
New Brunswick.....	62,517	20,010	82,527
Quebec.....	573,925	249,799	823,724
Ontario.....	685,325	419,019	1,104,344
Manitoba.....	65,619	57,665	123,284
Saskatchewan.....	40,285	28,106	68,391
Alberta.....	80,748	44,914	125,662
British Columbia.....	197,844	86,896	284,740
Totals for Canada.....	1,767,241	935,993	2,703,234
Comparable Totals—Year 1943-1944.....	1,956,875	1,025,017	2,981,892

## VACANCIES AND PLACEMENTS IN REGULAR

DURING THE YEAR MARCH 31,

INDUSTRY Employer's product or activity	PRINCE EDWARD ISLAND			NOVA SCOTIA			NEW BRUNSWICK			QUEBEC		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
<b>Agriculture</b> .....	646	441	27	1,610	533	5	1,882	710	5	5,618	3,101	1
<b>Fishing, Hunting and Trapping</b> .....	29	26	.....	24	15	.....	27	24	.....	194	160	.....
<b>Forestry and Logging</b> .....	266	87	.....	2,702	1,095	.....	20,635	5,781	.....	123,671	90,403	26
<b>Mining</b> .....	40	38	.....	2,201	1,662	1	1,519	1,430	.....	13,943	8,360	1
Metallic Ores and Prospecting.....	.....	.....	.....	14	.....	.....	14	7	.....	10,100	5,442	.....
Coal.....	.....	.....	.....	2,111	1,650	1	1,284	1,363	.....	50	29	.....
Oil, Gas Wells, Quarrying.....	40	38	.....	76	12	.....	221	60	.....	3,793	2,889	1
<b>Manufacturing</b> .....	1,364	1,187	3	28,753	22,194	15	19,516	14,650	112	359,676	206,835	162
Food and Kindred Products.....	1,009	900	2	4,664	3,491	8	4,305	3,324	4	41,718	22,537	21
Textiles, apparel, etc.....	62	58	.....	2,056	1,833	.....	1,549	1,306	.....	87,300	44,015	37
Lumber and Finished Lumber Products.....	61	44	.....	1,252	893	1	4,085	2,710	4	27,331	16,725	24
Pulp, Paper Products and Printing.....	46	37	1	892	501	.....	1,792	1,333	102	20,389	13,777	32
Chemical and Allied Products.....	70	48	.....	244	166	.....	1,025	892	.....	18,493	11,254	3
Products of Petroleum and Coal.....	.....	.....	.....	98	108	.....	81	54	.....	2,515	1,308	.....
Rubber Products.....	.....	.....	.....	8	7	.....	2	2	.....	7,108	5,238	1
Leather and its Products.....	.....	.....	.....	29	23	2	231	188	2	13,330	6,743	2
Stone, Clay and Glass Products.....	.....	.....	.....	101	61	.....	364	232	.....	6,892	4,211	.....
Iron and Steel and their Products.....	12	11	.....	4,789	4,491	3	1,459	1,005	.....	53,496	31,587	9
Non-Ferrous Metal Products.....	.....	.....	.....	20	13	.....	27	24	.....	12,688	8,574	1
Machinery.....	.....	.....	.....	169	111	1	90	60	.....	15,107	8,984	9
Transportation Equipment.....	101	86	.....	14,408	10,476	.....	4,103	3,224	.....	45,351	27,735	23
Miscellaneous.....	3	3	.....	23	20	.....	403	296	.....	7,958	4,147	.....
<b>Construction</b> .....	833	696	2	8,679	5,568	31	6,961	4,817	26	72,273	43,506	107
<b>Public Utilities Operation</b> .....	877	651	6	9,638	6,940	126	9,535	6,932	29	53,864	34,159	188
Heat, Light and Power.....	28	18	.....	175	133	1	144	96	.....	3,111	2,270	3
Transportation and Storage.....	774	572	6	8,884	6,384	119	8,773	6,417	28	46,589	29,552	185
Communications.....	75	61	.....	579	423	6	618	419	1	4,164	2,337	.....
<b>Trade</b> .....	1,238	1,053	12	12,415	9136	175	9,626	7,605	30	67,686	39,059	131
<b>Finance and Insurance</b> .....	82	76	1	697	526	2	600	432	3	10,078	6,054	6
<b>Services</b> .....	1,767	1,291	12	16,701	11,571	807	12,226	8,951	368	116,721	65,108	1,251
Professional and Public.....	438	332	2	4,594	3,276	38	3,805	2,889	36	35,164	22,351	63
Recreational.....	41	36	.....	449	303	2	507	358	2	4,991	2,765	13
Business.....	7	7	.....	177	119	2	112	74	1	2,896	1,264	1
Domestic.....	231	60	10	1,394	164	723	682	124	136	8,184	1,367	882
Personal other than Domestic.....	190	160	.....	1,030	801	14	1,074	901	4	13,077	6,761	6
Hotels and Restaurants.....	733	597	.....	7,551	5,828	17	4,310	3,441	16	38,644	23,487	46
All Others.....	127	99	.....	1,506	1,080	11	1,736	1,164	173	13,765	7,113	235
<b>Totals</b> .....	7,142	5,546	63	83,420	59,420	1,162	82,527	51,332	574	823,724	496,745	1,873
<b>Men</b> .....	4,539	3,425	51	56,439	38,754	449	62,517	35,281	252	573,925	351,545	520
<b>Women</b> .....	2,603	2,121	12	26,981	20,666	713	20,010	16,051	322	249,799	145,200	1,353



VIII

## AND CASUAL EMPLOYMENT BY INDUSTRIES

1944, TO MARCH 29, 1945

ONTARIO			MANITOBA			SASKATCHEWAN			ALBERTA			BRITISH COLUMBIA			CANADA		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
22,512	12,872	376	2,732	1,615	77	6,732	3,381	27	7,454	4,717	44	2,110	1,394	16	51,296	28,764	578
81	42	.....	259	189	2	37	15	.....	33	5	.....	163	99	.....	847	575	2
74,229	36,809	16	2,815	840	4	2,056	675	2	5,903	3,074	5	35,170	24,088	37	267,447	162,852	91
16,955	10,865	35	2,998	1,174	7	603	438	.....	10,677	5,207	6	8,441	3,860	21	57,377	33,034	71
13,803	8,579	7	2,750	1,013	2	.....	.....	.....	398	205	1	5,846	2,297	16	32,925	17,543	26
91	9	.....	20	1	.....	441	304	.....	6,992	2,852	.....	1,261	693	1	12,250	6,901	2
3,061	2,277	28	228	160	5	162	134	.....	3,287	2,150	5	1,334	870	4	12,202	8,590	43
503,580	316,888	798	37,244	22,629	1,433	10,424	7,757	284	20,225	15,074	248	87,453	57,748	797	1,068,235	664,962	3,852
67,439	43,291	356	11,826	8,706	324	6,026	4,858	97	9,984	8,169	175	12,376	8,914	198	159,347	104,190	1,185
56,006	30,073	59	7,970	3,754	228	126	78	8	1,387	1,012	2	1,699	1,166	21	158,155	83,295	355
25,837	17,257	63	2,711	1,315	292	1,784	1,030	100	3,429	2,089	22	22,692	16,369	127	89,182	58,432	633
34,482	20,864	41	2,354	1,498	131	540	341	7	666	471	18	8,076	4,434	32	69,237	43,256	364
31,019	19,494	45	3,592	2,119	150	282	201	1	383	268	4	1,415	1,089	34	56,523	35,531	237
3,133	2,153	1	607	394	1	409	306	17	352	259	12	1,673	1,148	5	8,896	5,730	36
17,380	11,456	10	37	23	1	19	12	6	72	49	.....	215	150	.....	24,841	16,037	13
8,342	4,889	7	977	437	9	23	15	1	28	12	.....	461	285	24	23,421	12,592	23
9,085	4,859	3	649	307	41	152	75	24	1,200	881	3	1,207	522	24	19,650	11,148	95
88,546	56,343	95	2,300	1,528	83	574	524	6	938	655	2	4,040	3,002	31	156,154	90,146	229
19,242	11,921	58	437	222	37	41	27	.....	536	367	.....	2,807	1,866	205	35,798	23,014	301
63,850	39,332	24	990	609	66	301	218	5	434	305	8	2,735	2,102	30	83,676	51,721	143
64,171	45,901	28	2,055	1,385	26	103	45	10	613	402	2	26,931	15,915	84	157,836	105,169	173
15,048	9,055	8	739	332	44	44	27	2	203	135	.....	1,126	786	6	25,547	14,801	60
65,670	29,411	143	6,549	3,635	111	3,358	1,994	77	12,846	8,075	104	22,980	16,593	107	200,149	124,295	708
88,487	56,863	320	13,679	7,700	432	7,664	4,506	195	14,355	8,779	192	27,612	19,321	305	225,711	145,851	1,793
4,955	3,242	14	494	249	1	156	102	1	461	363	2	1,195	835	14	10,719	7,308	36
75,990	49,656	300	12,729	7,204	420	7,130	4,204	191	13,246	8,059	176	24,419	16,944	268	198,534	128,992	1,693
7,542	3,965	6	456	247	11	378	200	3	648	357	14	1,998	1,542	23	16,458	9,551	64
122,400	83,748	767	24,268	15,069	2,927	14,358	10,163	798	18,955	13,651	928	35,033	25,995	1,323	305,979	205,569	7,091
16,851	11,623	48	2,186	1,322	121	1,242	867	24	1,525	1,003	31	4,277	3,092	67	37,638	24,995	303
193,579	117,885	10,120	30,554	14,808	7,064	21,917	12,615	2,610	33,689	19,652	3,579	61,401	40,868	4,138	488,555	292,749	29,949
57,122	40,434	428	7,434	4,385	574	4,998	3,277	142	7,433	4,992	84	17,586	13,336	307	138,574	95,272	1,674
8,417	5,460	84	1,164	585	132	521	288	55	1,013	655	78	1,955	1,184	40	19,058	11,634	411
4,738	3,075	21	657	386	33	221	150	4	818	584	4	872	634	16	10,498	6,293	82
20,443	1,746	8,956	6,339	302	4,849	3,245	297	1,610	5,434	874	2,069	7,940	1,726	3,314	53,892	6,660	22,549
16,666	9,773	65	2,927	1,872	104	1,527	1,153	22	2,857	2,209	14	4,659	3,468	28	44,007	27,098	257
64,561	44,735	199	9,308	5,864	1,151	8,023	5,843	73	11,298	8,207	165	22,142	16,196	163	166,570	114,198	1,830
21,632	12,662	367	2,725	1,414	221	3,382	1,607	704	4,836	2,131	1,165	6,247	4,324	270	55,956	31,594	3,146
1,104,344	687,006	12,623	123,284	68,981	12,178	68,391	42,411	4,017	125,662	79,237	5,137	284,740	192,968	6,811	2,703,234	1,683,646	44,438
685,325	413,479	3,298	65,619	35,026	3,407	40,285	23,783	1,453	80,748	48,528	1,607	197,844	129,492	2,927	1,767,241	1,079,313	13,964
419,019	273,527	9,325	57,665	33,955	8,771	28,106	18,628	2,564	44,914	30,709	3,530	86,896	63,476	3,884	935,993	604,333	30,474

## APPENDIX IX

## NUMBER OF PERSONS WORKING IN INSURABLE EMPLOYMENT AT APRIL 1, 1944

CLASSIFIED BY INDUSTRY AND PROVINCE (Based on a 10 per cent Sample Count)

INDUSTRY Employer's product or activity	Canada	Prince Edward Island	Nova Scotia	New Brunsw- wick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
Agriculture <sup>2</sup> .....	1,400			20	90	530	230	130	380	20
Fishing, Hunting and Trapping.....	160			10		80	40	10		20
Forestry and Logging <sup>2</sup> .....	320		10	20	80	60	20		50	80
Mining—										
Coal.....	28,540		15,520	880	10	520		570	7,920	3,120
Oil, Gas Wells and Quarrying.....	4,910	40	340	100	900	900	90	100	2,250	190
Other Mining.....	44,570	10	160	20	12,510	23,130	2,410	120	410	5,800
Manufacturing—										
Animal Foods.....	49,810	240	2,400	2,020	7,790	17,030	6,390	4,180	6,100	3,660
Leather and Fur Products.....	38,030	20	210	500	19,830	14,740	1,660	100	260	710
Vegetable Foods.....	58,640	140	1,990	2,130	12,600	30,630	3,560	1,360	2,210	4,020
Other Vegetable Products.....	46,060	40	490	510	20,070	22,350	790	380	460	970
Pulp, Paper Products and Printing.....	90,770	90	1,800	3,780	31,750	40,410	3,240	790	1,110	7,800
Sawmills and Planing Mills.....	37,820	40	1,310	2,750	8,040	7,520	610	390	1,150	16,010
Other Wood Products.....	31,200	50	1,280	640	9,260	15,330	1,080	260	540	2,710
Textile Products.....	151,460	30	2,670	2,010	82,110	57,030	4,680	80	750	2,100
Iron and Its Products.....	470,310	480	22,540	9,070	135,750	224,520	16,370	3,910	6,440	51,230
Non-Ferrous and Metal Pro- ducts.....	96,330	10	30	510	34,250	55,950	1,270	90	200	4,020
Non-Metallic Mineral Pro- ducts.....	30,090		920	260	9,070	14,810	930	570	2,170	1,360
Chemical Products.....	60,920	40	450	380	37,700	17,020	2,510	90	600	2,130
Miscellaneous Products.....	29,850		40	420	5,600	22,050	530	120	230	860
Electricity, Gas and Water Supply.....	19,150	40	800	350	5,400	9,660	850	330	950	770
Construction—										
Buildings and Structures.....	60,820	210	5,980	1,820	19,110	19,560	2,070	1,140	2,670	8,260
Highway.....	3,460	30	100	330	410	1,380	120	20	170	900
All Other.....	2,830	10	50	80	510	750	40	40	230	1,120
Transportation and Communication—										
Air <sup>2</sup> .....	3,060	10		10	250	440	1,250		1,050	50
Railway (including express).....	93,840	190	3,970	10,270	19,170	27,940	18,500	4,290	5,620	3,890
Water <sup>2</sup> .....	5,050		1,260	210	1,970	950	20		100	540
All Other.....	76,240	240	2,560	2,150	20,950	26,350	6,140	3,160	3,670	11,030
Trade.....	313,430	1,550	13,410	11,370	72,930	124,670	26,750	15,310	18,020	29,420
Finance and Insurance.....	63,930	160	1,770	1,030	17,790	27,920	4,590	2,420	2,380	5,870
Services—										
Business.....	10,870		130	120	3,740	4,390	810	260	520	900
Hotel and Restaurant.....	75,350	320	3,280	1,990	19,300	26,360	4,810	4,180	5,440	9,670
Professional and Public.....	120,130	220	6,040	2,380	16,970	68,230	7,590	4,520	6,260	7,920
Recreational.....	14,520	50	610	300	3,300	6,180	1,060	650	640	1,730
All Other.....	33,010	150	1,170	770	8,940	12,980	2,360	1,140	1,800	3,700
Unspecified.....	42,970	80	680	770	8,960	20,350	2,160	1,270	2,660	6,040
Totals.....	2,209,850	4,490	93,970	59,980	647,110	942,770	125,530	51,970	85,410	198,620
Total number of Unemploy- ment Insurance Books issued during the year 1943-44 <sup>3</sup> .....	3,172,617	9,692	140,181	91,098	989,672	1,263,601	165,992	79,036	139,534	293,811

<sup>1</sup>This statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewal of April, 1944.

<sup>2</sup>For the purpose of classifying insured persons by industry, the census classification is used. The Unemployment Insurance Act, excepts from unemployment insurance persons engaged in certain employment, e.g., "employment in agriculture, horticulture and forestry," "employment in fishing", etc. However, it is possible that persons who under the census classification are in exempted employment may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time, the employing firm or person may be placed in agriculture according to the census classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally exempted.

<sup>3</sup>The workers classified (2,209,850) are those actually working in insurable employment at April 1, 1944. This does not include those who have joined the Armed Forces or those who have short periods of insurable employment.

## APPENDIX X

## UNEMPLOYMENT INSURANCE FUND

STATEMENT OF REVENUE AND EXPENDITURE FOR TWELVE  
MONTH PERIOD ENDED MARCH 31, 1945

## REVENUE

Contributions—employers and employees	
Stamps.....	\$32,895,206 92
Bulk payments.....	17,615,618 77
Meter impressions.....	11,926,369 85
Dept. of Veterans' Affairs—Re-establishment order	462,618 31
Penalties and Costs.....	2,041 02
Miscellaneous.....	71 39
Settlement for Dominion Government employees..	940,000 00
	63,841,926 26
Less refunds.....	111,029 80
	<u>\$63,730,896 46</u>
Contributions—Dominion Government (20%).....	12,746,179 30
Interest on investment securities—	
Net interest earned after provision for amortization of premium and accumulation of discount.....	6,151,263 44
Profit on sale of investment securities.....	44,662 98
	<u>82,673,002 18</u>
EXPENDITURE	
Benefit payments.....	\$ 4,966,483 51
Net revenue.....	77,706,518 67
	<u>\$82,673,002 18</u>

## APPENDIX XI

STATEMENT OF EMPLOYER AND EMPLOYEE CONTRIBUTIONS AND  
PROPORTION OF TOTAL INSURED EMPLOYEES ESTIMATED BY CLASSES  
FOR THE FISCAL YEAR ENDED MARCH 31, 1945

Class	Weekly Earnings	Employer	Employee	Combined Total	Per cent of combined total	Per cent of employees by contribution class
0.....	Less than 90c. a day	\$ 527,635 34 cts.	\$ ..... cts.	\$ 527,635 34 cts.	0.8	1.8
1.....	\$5.40 — 7.49.....	117,285 26	68,825 10	186,110 36	0.3	0.5
2.....	7.50 — 9.59.....	263,817 67	137,626 45	401,444 12	0.6	0.9
3.....	9.60 — 11.99.....	586,359 30	413,005 71	999,365 01	1.6	2.1
4.....	12.00 — 14.99.....	1,407,177 57	1,204,518 60	2,611,696 17	4.1	5.2
5.....	15.00 — 19.99.....	3,430,070 99	3,062,856 96	6,492,927 95	10.2	11.6
6.....	20.00 — 25.99.....	5,042,469 99	5,609,483 80	10,651,953 79	16.7	17.1
7.....	26.00 or more	17,940,984 10	23,918,779 62	41,859,763 72	65.7	60.8
		29,315,800 22	34,415,096 24	63,730,896 46	100.0	100.0
		46.0%	54.0%	100.0%		



## UNEMPLOYMENT INSURANCE COMMISSION

## APPENDIX XII

## UNEMPLOYMENT INSURANCE FUND

BALANCE SHEET AS AT MARCH 31, 1945

## ASSETS

Cash on deposit with Receiver General.....	\$	5,966,216	40
Amount on deposit with chartered banks for benefit warrant settlements.....		29,600	00
Advances to local offices for payment of benefits by cash.....		107,000	00
<i>Investment Securities—</i>			
Dominion of Canada bonds at cost.....	\$	259,906,968	00
(Par value \$251,454,000.00)			
Deduct—amortization of premium less accumulation of discount.....		708,856	45
Book value.....		259,198,111	55
Accrued interest on investments.....		2,821,895	63
		262,020,007	18
		268,122,823	58

## LIABILITIES

Outstanding benefit warrants.....		88,008	51
Contributions—refundable to unlocated persons.....		355	21
Balance at credit of fund—			
Balance March 31, 1944.....	\$	190,327,941	19
Add—net revenue for twelve month period ended March 31, 1945.....		77,706,518	67
Balance at March 31, 1945.....		268,034,459	86
		268,122,823	58

## APPENDIX XIII

INVESTIGATIONS AND AUDITS OF EMPLOYERS COMPLETED BY UNEMPLOYMENT INSURANCE AUDITORS DURING THE FISCAL YEAR ENDED MARCH 31, 1945

Region	Number of registered employers	Number of complete employer audits	Insurable employees covered	Amount of assessments established	Amount of assessments collected	Number of special investigations	Number of audits made for other gov't. depts.	Number of auditors and assistant auditors
				\$ cts.	\$ cts.			
Maritimes..	14,012	7,984	74,959	53,985 85	55,720 60	1,171	13,123	38
Quebec.....	54,325	30,593	374,960	578,712 38	586,259 31	5,525	28,602	132
Ontario.....	66,103	45,491	439,653	443,134 85	458,514 68	8,948	75,880	148
Prairie.....	35,006	17,005	160,449	224,042 65	224,082 81	5,497	32,839	83
Pacific.....	16,463	13,607	139,907	143,057 55	144,620 25	3,648	23,094	47
Total.....	185,909	114,680	1,189,928	1,442,932 28	1,469,197 65	24,789	173,538	448

## APPENDIX XIV

INITIAL AND RENEWAL CLAIMS FILED AT THE LOCAL OFFICES, CLAIMS RECEIVED BY INSURANCE OFFICES FOR ADJUDICATION, AMOUNT OF BENEFIT PAID DURING THE FISCAL YEAR 1944-1945

Insurance Offices	Claims filed at Local Offices	Claims Rec'd. at Insurance Offices	Claims		Amount of Benefit Paid
			Allowed	Dis- allowed	
Prince Edward Island.....	545	543	413	94	\$ cts. 24,862 12
Nova Scotia.....	4,464	4,420	3,041	1,244	166,436 57
New Brunswick.....	2,671	2,833	2,188	589	63,444 52
Quebec.....	44,615	45,679	34,446	8,554	2,444,494 76
Ontario.....	15,619	15,469	12,265	2,999	588,772 52
Manitoba.....	9,715	9,900	7,944	1,685	420,566 23
Saskatchewan.....	3,352	3,358	2,901	455	174,074 07
Alberta.....	10,451	10,497	9,034	1,109	429,542 88
British Columbia.....	13,472	13,519	10,943	2,250	668,735 35
Total.....	104,904	106,218	83,175	18,979	4,980,929 02
			Less refunds of Benefit..		14,445 51
					4,966,483 51

This table includes 3,659 claims pending on March 31, 1944.

There were 4,064 claims pending from March 31, 1945.

## APPENDIX XV

REPORT OF ACTIVE CLAIMANTS BY OCCUPATIONS AND SEXES FOR LAST SIX WORKING DAYS  
ENDING MARCH 31, 1945

Occupational Groups	Prince Edward Island		Nova Scotia		New Brunswick		Quebec		Ontario		Manitoba		Saskatchewan		Alberta		British Columbia		Totals	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Professional and Managerial Workers.....	1	.....	5	3	8	1	112	39	72	8	56	19	28	5	47	10	61	15	390	100
Clerical Workers.....	9	14	35	97	14	64	454	349	161	116	109	332	36	58	72	202	116	322	967	2,514
Sales Workers.....	1	.....	7	106	11	18	257	263	61	88	106	140	24	64	45	117	85	192	537	1,559
Service Workers.....	3	3	18	18	12	17	388	242	165	56	15	53	119	31	201	45	178	107	1,235	572
Agricultural Workers and Fishermen.....	1	.....	17	.....	30	.....	37	.....	28	.....	18	.....	3	.....	18	.....	6	280	136	280
Food Workers.....	1	.....	3	.....	3	.....	92	.....	28	.....	8	.....	8	.....	3	.....	17	165	.....	165
Textile and Clothing Workers.....	1	.....	1	.....	3	.....	293	353	3	47	1	9	1	12	2	4	1	17	302	447
Loggers.....	.....	.....	.....	.....	.....	.....	17	.....	.....	.....	26	.....	1	.....	9	.....	29	18	124	18
Sawmill and Woodworking Operators.....	.....	.....	1	.....	3	.....	39	.....	17	.....	26	.....	1	.....	9	.....	29	124	103	103
Printing Workers.....	.....	.....	5	.....	5	.....	92	.....	6	.....	1	.....	1	.....	1	.....	4	51	51	51
Shoe and Leather Workers.....	.....	.....	.....	.....	1	.....	43	.....	3	.....	1	.....	.....	.....	.....	.....	1	51	51	51
Stone, Clay and Glass Workers.....	.....	.....	.....	.....	.....	.....	6	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Electrical Workers.....	.....	.....	1	.....	1	.....	200	.....	10	.....	22	.....	4	.....	8	.....	8	254	254	254
Coal Miners.....	.....	.....	1	.....	12	.....	1	.....	.....	.....	.....	.....	.....	.....	765	.....	2	781	781	781
Other Miners (except Coal).....	.....	.....	.....	.....	.....	.....	30	.....	6	.....	1	.....	9	.....	12	.....	7	65	65	65
Construction Workers (except Carpenters).....	9	.....	6	.....	25	.....	511	.....	88	.....	92	.....	17	.....	72	.....	57	877	877	877
Carpenters.....	21	.....	84	.....	22	.....	1,072	.....	182	.....	262	.....	52	.....	185	.....	112	1,992	1,992	1,992
Machine Shop Workers and Operators.....	3	.....	4	.....	4	.....	223	.....	70	.....	28	.....	5	.....	12	.....	46	395	395	395
Sheet Metal Workers.....	.....	.....	4	.....	2	.....	27	.....	3	12	32	1	3	.....	7	.....	2	80	80	80
Foundry, Smelter and Other Metal Workers.....	5	1	28	34	4	.....	315	78	34	127	31	20	10	8	11	9	46	18	484	295
Miscellaneous Skilled Workers.....	15	1	89	19	41	30	1,041	255	152	111	211	168	78	33	166	44	164	226	1,957	887
Auto and Other Mechanics.....	1	.....	2	.....	5	.....	139	.....	19	.....	81	.....	21	.....	39	.....	12	319	319	319
Miscellaneous Unskilled Workers—Heavy Labour.....	18	.....	66	.....	98	.....	3,666	.....	255	.....	106	.....	63	.....	343	.....	168	.....	4,783	4,783
Miscellaneous Unskilled Workers—Light Labour.....	19	13	206	45	32	19	1,559	1,338	698	162	340	264	173	48	310	65	363	284	3,700	2,238
Total—Males.....	108	.....	577	.....	333	.....	10,614	.....	1,999	.....	1,024	.....	655	.....	2,330	.....	1,487	.....	19,727	19,727
Total—Females.....	37	.....	331	.....	152	.....	2,910	.....	727	.....	1,006	.....	259	.....	496	.....	1,465	.....	7,383	7,383
GRAND TOTAL.....	145	.....	908	.....	485	.....	13,524	.....	2,726	.....	2,630	.....	914	.....	2,826	.....	2,952	.....	27,110	27,110



SUMMARY BY PROVINCES OF ACTIVE CLAIMANTS BY AGES AND SEXES FOR LAST SIX WORKING DAYS  
ENDING MARCH 31, 1945

AGE GROUPS	Prince Edward Island		Nova Scotia		New Brunswick		Quebec		Ontario		Manitoba		Saskatchewan		Alberta		British Columbia		Totals			Per Cent of Grand Total
	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Males	Fe- males	Total	
19 and less.....	5	5	75	65	23	20	1,099	697	96	98	50	111	11	23	46	70	9	131	1,414	1,220	2,634	9.7
20 — 29.....	9	22	83	193	40	92	2,580	1,424	193	252	180	559	37	121	204	249	69	578	3,405	3,490	6,895	25.4
30 — 44.....	39	6	152	57	86	29	3,121	610	345	228	372	264	99	80	627	116	220	498	5,061	1,888	6,949	25.6
45 — 54.....	18	2	73	11	56	10	1,664	134	308	93	265	57	110	25	561	41	219	192	3,274	565	3,839	14.2
55 — 59.....	6	1	44	3	39	.....	753	30	209	29	173	7	96	6	285	8	220	48	1,825	132	1,957	7.2
60 — UP.....	31	1	150	2	79	1	1,397	15	848	27	584	8	302	4	607	12	750	18	4,748	88	4,836	17.9
Total—Males.....	108	577	333	10,614	333	1,999	1,624	655	2,330	1,487	1,487	1,487	655	2,330	1,487	1,487	1,487	1,487	19,727	7,383	27,110	100.0
Total—Females.....	37	331	152	2,910	152	727	1,006	259	496	1,465	1,465	1,465	259	496	1,465	1,465	1,465	1,465	7,383	7,383	7,383	
GRAND TOTAL.....	145	908	485	13,524	485	2,726	2,630	914	2,826	2,952	2,952	2,952	914	2,826	2,952	2,952	2,952	2,952	27,110	27,110	27,110	

## APPENDIX XVI

AMOUNT OF BENEFIT PAID OUT AND NUMBER OF BENEFICIARIES BY PROVINCES  
PERIOD APRIL 1/1944—MARCH 31/1945

1. Amount paid out	Nova Scotia	New Brunswick	Prince Edward Island	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia	Total for Month
2. Number of Beneficiaries										
Month										
April.....1.	\$12,898 73	\$ 4,498 45	\$ 865 37	\$ 183,062 82	\$ 55,260 69	\$ 24,048 00	\$ 9,589 64	\$ 42,067 75	\$ 24,913 53	\$ 357,204 98
.....2.	533	206	47	5,107	2,732	1,033	440	2,162	1,004	13,264
May.....1.	21,575 96	7,504 36	1,287 26	262,149 86	69,355 58	26,046 66	11,049 81	47,860 40	26,879 37	473,709 26
.....2.	615	254	49	6,503	2,284	919	400	2,188	892	14,095
June.....1.	7,504 84	4,730 06	909 81	131,799 58	39,542 06	14,250 82	9,686 29	18,821 62	20,585 43	247,890 51
.....2.	272	179	38	3,306	1,474	523	260	1,282	649	7,983
July.....1.	4,140 78	2,320 23	1,012 09	62,581 88	22,397 27	10,058 10	7,705 53	10,275 00	14,704 92	135,255 80
.....2.	203	43	38	2,054	889	346	255	455	470	4,753
August.....1.	4,734 14	1,511 34	716 44	41,715 02	15,763 31	9,669 37	7,218 94	13,052 18	14,308 99	108,689 73
.....2.	143	62	27	1,461	592	304	229	1,460	468	4,746
September.....1.	6,064 41	3,396 42	717 80	42,707 07	14,856 08	11,726 98	5,686 92	10,993 12	20,860 30	117,009 10
.....2.	194	186	21	1,447	533	415	193	1,189	447	4,625
October.....1.	7,223 79	2,873 37	636 96	47,096 27	16,204 12	14,044 54	4,936 92	16,101 31	23,349 61	132,466 89
.....2.	252	157	20	1,652	621	530	177	1,558	768	5,735
November.....1.	8,000 78	2,236 65	777 34	73,172 73	18,375 68	18,933 83	6,623 80	15,487 68	35,391 08	178,999 27
.....2.	302	121	27	2,406	800	672	217	1,385	1,184	7,114
December.....1.	10,312 21	3,425 98	998 37	142,600 13	31,726 66	27,129 86	10,969 25	26,359 83	83,697 98	337,220 27
.....2.	381	155	36	3,902	1,205	908	408	1,306	2,355	10,656
January.....1.	14,079 84	4,565 60	2,605 82	260,799 34	55,637 61	43,829 89	19,342 09	44,173 94	101,533 73	546,567 86
.....2.	482	198	128	6,530	1,826	1,342	660	1,408	3,001	15,575
February.....1.	21,265 77	6,943 53	4,214 61	406,490 08	87,168 58	74,219 73	29,607 63	66,428 52	126,148 61	822,487 06
.....2.	723	350	138	9,860	2,794	2,223	964	2,399	3,611	23,062
March.....1.	48,575 32	19,438 53	10,120 25	790,319 98	162,484 88	146,608 45	51,597 55	117,921 53	176,361 80	1,523,428 29
.....2.	864	563	201	16,242	3,876	3,672	1,257	3,283	2,195	32,153
Total.....1.	166,436 57	63,444 52	24,862 12	2,444,494 76	588,772 52	420,566 23	174,074 07	429,542 88	668,735 35	4,980,929 02
.....2.	4,964	2,465	770	60,470	19,626	12,887	5,460	20,075	17,044	143,701

NOTE:—The figure of \$4,980,929.02 is reduced by refunds of \$14,445.51 to a net of \$4,966,483.51

REASONS FOR DISALLOWANCE OF CLAIMS BY THE INSURANCE OFFICERS  
APRIL 1, 1944 TO MARCH 31, 1945

## ANNUAL REPORT

Reasons S. 28 (i) and S. 40 (1) (b)	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Totals
Insufficient Contributions..... Not in insurable employment..... S. 28 (ii)	41	290 2	254	3,181 11	874 1	531	160 1	450	709	6,490 15
Application not made in prescribed manner..... S. 28 (ii) and S. 53	2	23	27	342	49	5	13	3	21	485
Not unemployed..... S. 28 (iii)	3	17	6	41	183	9	8	23	1	291
Not capable of work..... Not available for work..... S. 43 (a)	1	8 12	20 13	86 101	79 20	7 8	9 6	5 10	28 8	242 179
Loss of work due to Labour dispute..... S. 43 (b) (i)		6	10	23	223					262
Refusal of offer of work..... S. 43 (b) (ii)	14	33	67	151	66	24	6	10	306	677
Neglect of opportunity to work..... S. 43 (b) (iii)		559	1	31	7	15		7	13	633
Failure to carry out written directions..... S. 43 (c)		12		2					2	16
Discharge due to misconduct..... Voluntary leaving without just cause..... S. 43 (d)	5 24	48 217	26 156	709 3,737	145 1,307	207 876	60 185	60 536	148 1,002	1,408 8,040
Under 16 years of age..... S. 43 (f)	1	2	1	9					2	15
Class "O" Contributions.....	3	15	8	130	45	3	7	5	10	226
Total.....	94	1,244	589	8,554	2,999	1,685	455	1,109	2,250	18,979



## UNEMPLOYMENT INSURANCE COMMISSION

## APPENDIX XVIII

## COURTS OF REFEREES FUNCTIONING

<i>Prince Edward Island</i>	<i>Ontario—Concluded</i>
Charlottetown	Kingston
	Kitchener—Waterloo
<i>Nova Scotia</i>	London
Amherst	North Bay
Halifax	Oshawa
New Glasgow	Ottawa
Sydney	Peterborough
Sydney (Special)	St. Catharines
	Stratford
<i>New Brunswick</i>	Sudbury
Fredericton	Sault Ste. Marie
Minto (Special)	Timmins
Moncton	Toronto
Saint John	Windsor
<i>Quebec</i>	<i>Manitoba</i>
Chicoutimi	Winnipeg
Hull	
Montreal	<i>Saskatchewan</i>
Quebec	Moose Jaw
Rouyn	Regina
Sherbrooke	Saskatoon
Sorel	Yorkton
Thetford Mines	
Three Rivers	<i>Alberta</i>
<i>Ontario</i>	Calgary
Belleville	Edmonton
Brantford	Lethbridge
Cornwall	
Fort William—Port Arthur	<i>British Columbia</i>
Galt	Nelson
Guelph (established this year)	Prince Rupert
Hamilton	Vancouver
	Victoria

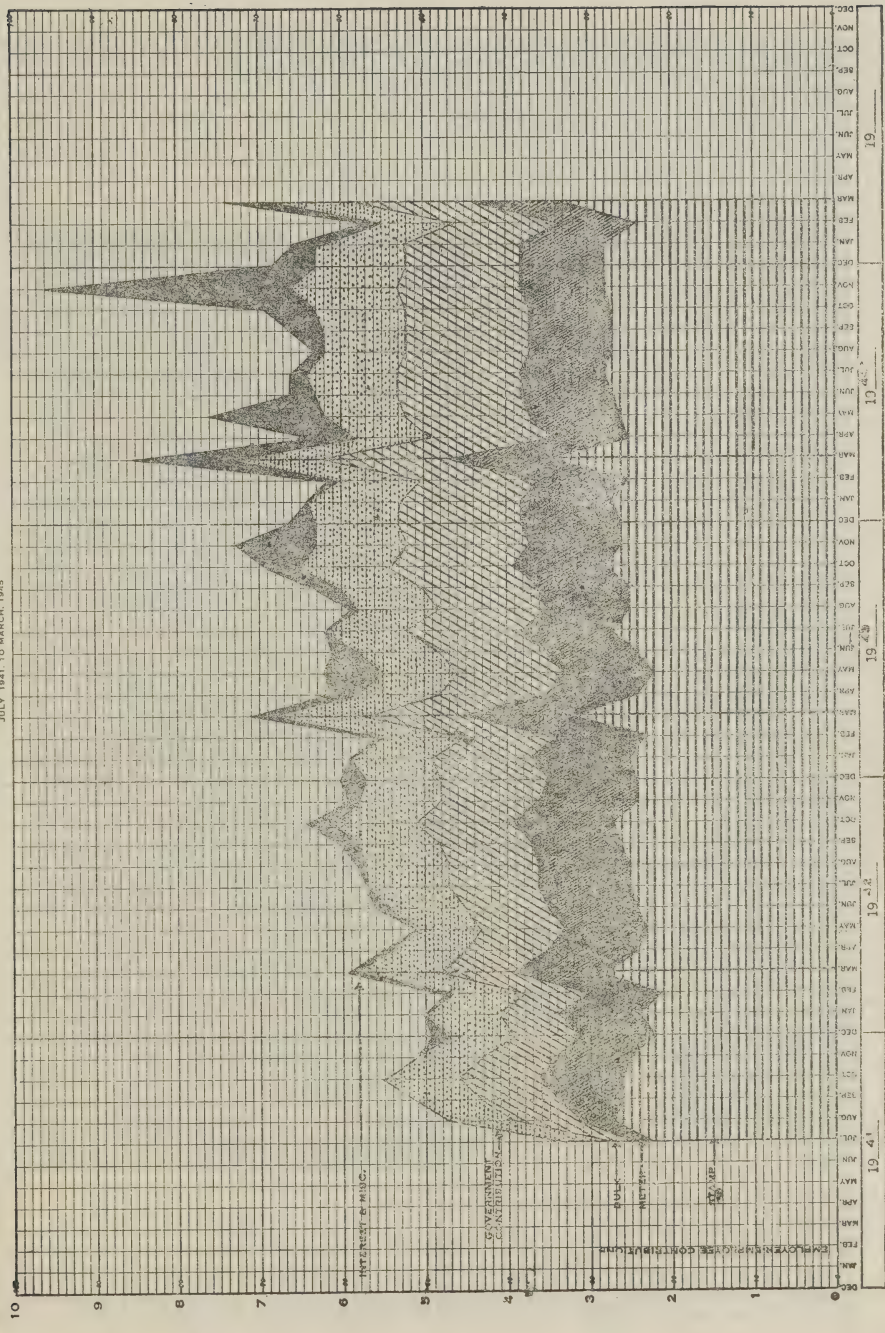
## APPENDIX XIX

CLAIMS FOR REFERENCE OR APPEAL TO COURTS OF REFEREES AND UMPIRE  
DURING THE FISCAL YEAR 1944-1945

Insurance Offices	Pending by April 1/45	Appeals by Claimants	References by Insee. Officers	Total	Not Yet Heard	Withdrawn	Heard	Court's Decision		Umpire's Decision	
								Allowed	Dis- allowed	Allowed	Dis- allowed
Prince Edward Island.....	—	37	1	38	6	1	31	22	9	—	—
Nova Scotia.....	5	87	1	93	18	7	68	21	47	3	1
New Brunswick.....	3	103	1	107	22	10	75	10	65	—	—
Quebec.....	53	1,218	8	1,279	186	36	1,057	342	715	3	5
Ontario.....	26	470	20	516	93	90	333	101	232	2	2
Manitoba.....	5	274	—	279	19	19	241	77	164	1	—
Saskatchewan.....	1	74	8	83	4	5	74	11	63	1	1
Alberta.....	5	164	—	169	16	16	137	54	83	2	1
British Columbia.....	3	157	—	160	42	6	112	4	108	—	—
Total.....	101	2,584	39	2,724	406	190	2,128	642	1,486	12	10

UNEMPLOYMENT INSURANCE FUND  
GRAPH SHOWING MONTHLY RECEIPTS AND PAYMENTS  
BY SOURCE AND BY MONTH IN DOLLARS  
JULY 1941 TO MARCH 1945

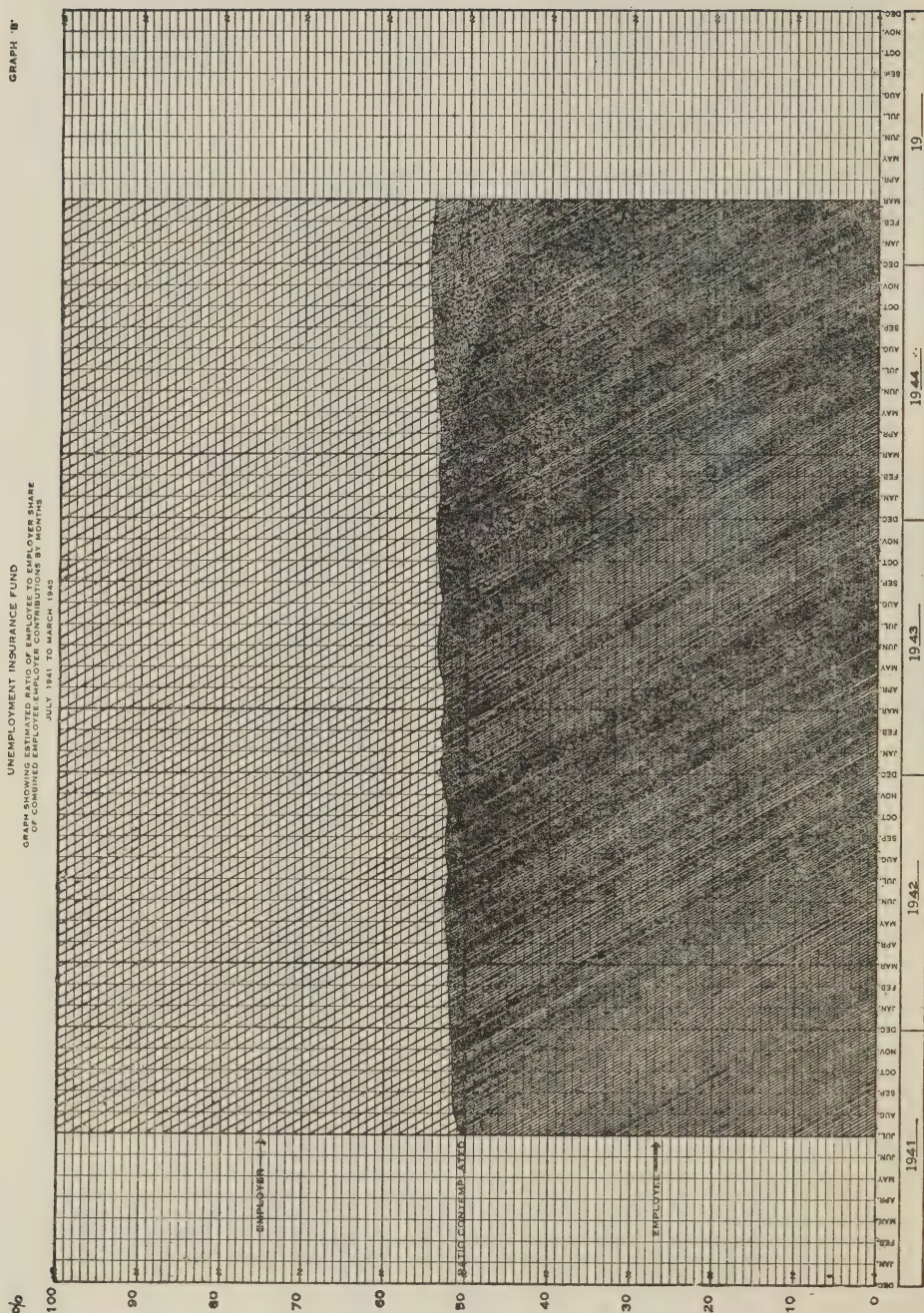
MILLIONS  
OF  
DOLLARS





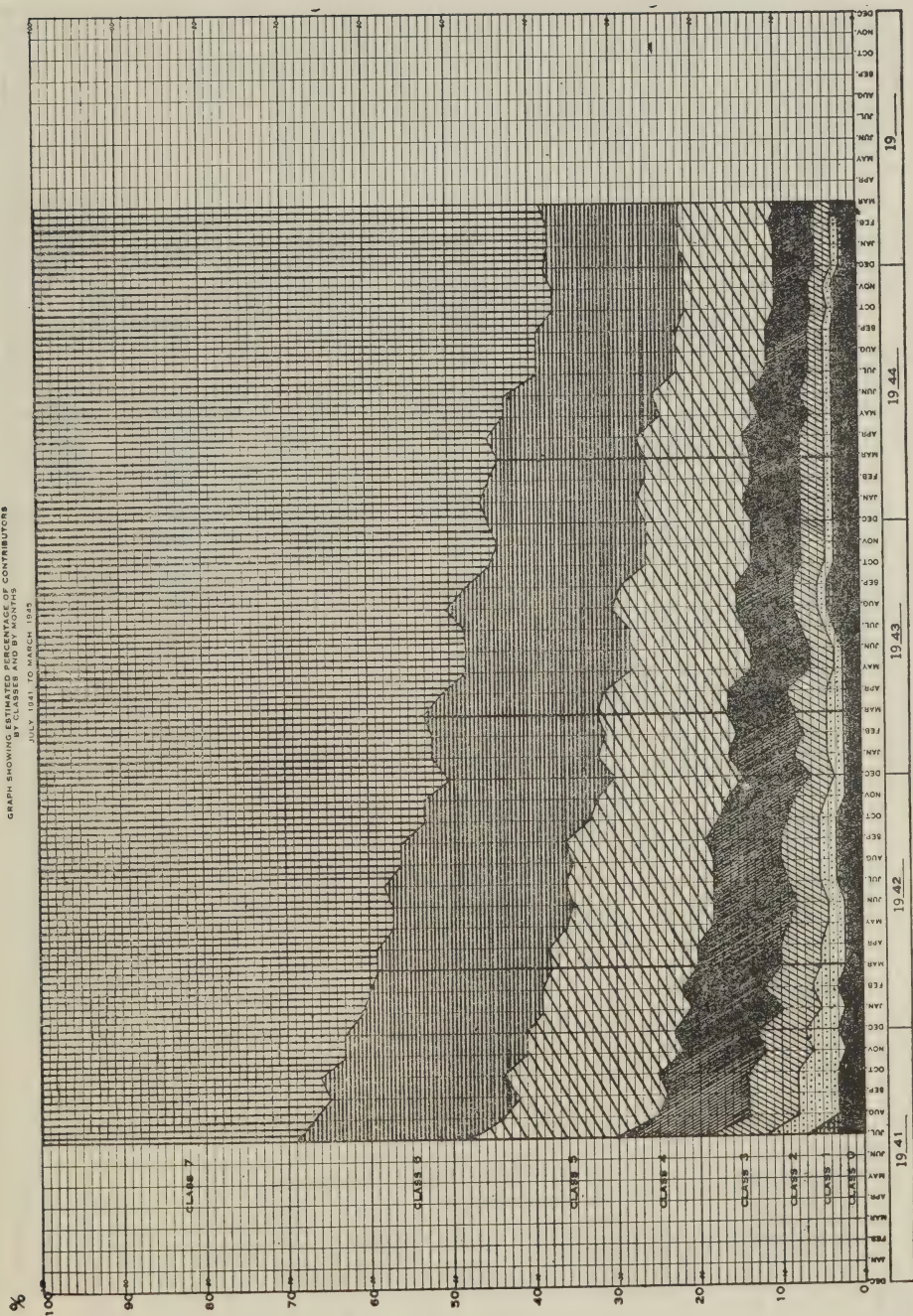
GRAPH 'B'

UNEMPLOYMENT INSURANCE FUND  
GRAPH SHOWING ESTIMATED RATIO OF EMPLOYEE TO EMPLOYER SHARE  
OF COMBINED EMPLOYER AND EMPLOYEE CONTRIBUTIONS BY MONTHS  
JULY 1941 TO MARCH 1943





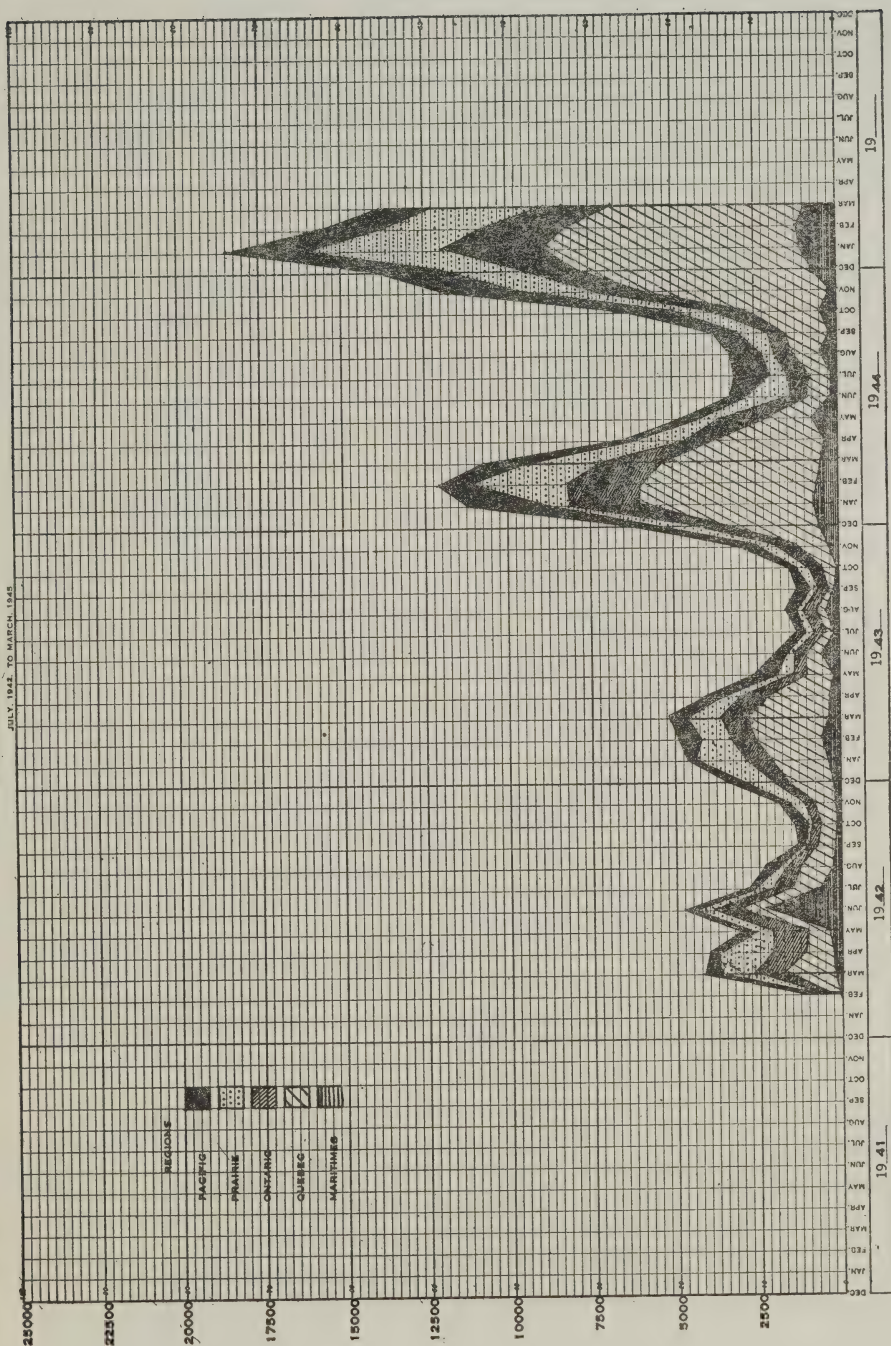
UNEMPLOYMENT INSURANCE FUND  
GRAPH SHOWING ESTIMATED PERCENTAGE OF CONTRIBUTORS  
BY CLASS, JULY 1941 TO MARCH 1945







UNEMPLOYMENT INSURANCE FUND  
GRAPH SHOWING THE NUMBER OF CLAIMS RECEIVED AT LOCAL OFFICES  
BY REGIONS AND BY MONTHS













L 73  
A 56

1946  
CANADA

**FIFTH REPORT**  
**OF THE**  
**UNEMPLOYMENT INSURANCE COMMISSION**

**FOR THE FISCAL YEAR ENDING MARCH 31, 1946**

1945/46



**PRESENTED TO PARLIAMENT BY COMMAND**

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.P.  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1946

Price, 10 cents





1946  
CANADA

# FIFTH REPORT

OF THE

# UNEMPLOYMENT INSURANCE COMMISSION

---

FOR THE FISCAL YEAR ENDING MARCH 31, 1946

---



PRESENTED TO PARLIAMENT BY COMMAND

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1946



*To His Excellency Field-Marshal The Right Honourable Viscount Alexander of Tunis, G.C.B., G.C.M.G., C.S.I., D.S.O., M.C., LL.D., A.D.C., Governor General and Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Unemployment Insurance Commission for the fiscal year ending March 31, 1946, all of which is respectfully submitted.

HUMPHREY MITCHELL,  
*Minister of Labour.*

To the HON. HUMPHREY MITCHELL,  
MINISTER OF LABOUR.

SIR,—We have the honour to submit herewith for the information of Parliament the fifth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1945, to March 31, 1946, except where otherwise indicated.

The report is prepared in compliance with Section 94 of the Unemployment Insurance Act.

Respectfully submitted,     、

LOUIS J. TROTTIER,  
*Chief Commissioner,*

ROBERT J. TALLON,  
*Commissioner.*

August 28, 1946.





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# UNEMPLOYMENT INSURANCE COMMISSION

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## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1946

Presented to Parliament pursuant to the provisions of the Unemployment Insurance Act, 1940, as amended

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### PART I—INTRODUCTION

#### Brief History and Functions of the Act

The Unemployment Insurance Act was passed by Parliament on August 7, 1940, following an amendment to the British North America Act giving the Federal Government the legal right to create a national scheme of unemployment insurance. The Act had a twofold purpose, namely, the creation of a national employment service to assist employees and employers in the solution of their employment problems and the payment of unemployment insurance benefits to insured workers involuntarily unemployed.

One of the important functions of the Commission consists in supervising carefully the operation of the Unemployment Insurance Plan and in submitting, from time to time, amendments to the Minister of Labour for consideration by the Cabinet. In some respects, the Act has already been amended and additional amendments are now under consideration by the Cabinet.

#### UNEMPLOYMENT INSURANCE CONTRIBUTIONS AND BENEFITS

The element of co-operation is a basic part of the Unemployment Insurance Plan. The legislation envisages a co-operative organization in which employees, employers, and the Government are associated. The co-operative principle is followed in the membership of the Unemployment Insurance Commission as well as in the various Advisory Committees for which provision is made in the Act and the Courts of Referees.

Particular care is taken to keep the Unemployment Insurance Fund in a healthy condition at all times to meet emergencies and periods of instability in the labour market. It is estimated that close to three million men and women are insured by the Act. There are a number of excepted employments, but generally speaking industrial and commercial occupations are included. Employments in agriculture, domestic service, charitable institutions, as also permanent Government and Municipal employees are the more important lines of work not insured. Employees whose contractual rate of remuneration is on an hourly, a daily, a weekly wage rate, or a piece work rate, etc., are insurable regardless of amount of earnings.

Employers and employees contributions to the Fund began at July 1, 1941. At the close of the present fiscal year the net balance in the Fund is \$317,240,-660.34. The Fund has already paid out \$31,993,240.34 in benefits to entitled persons temporarily unemployed.

An insured worker must be unemployed to qualify for benefit. He must be capable of and available for work, but unable to obtain suitable employment. He must make a regular application for benefit and prove that he is out of work. He must have contributed to the Fund for not less than 180 days during the two years immediately preceding his application for benefit.



The rate of benefit is related to the rate at which the employee has contributed. A person with a dependent receives benefit at the weekly rate of forty times the rate of his average weekly contributions; a person without dependents receives benefit at the rate of thirty-four times the rate of his average weekly contributions. The rate of benefit for a single person ranges from \$4.08 to \$12.24 for a full week; for a person with a dependent from \$4.80 to \$14.40 a week.

Representations have been made by employees to increase these rates of benefit on account of the increased cost of living. The matter is under advisement by the Unemployment Insurance Advisory Committee.

Claims for benefit are handled through the offices of the Commission. Means are provided so that the rights of insured workers are fully protected; an appeal system against the decisions of officials insures careful consideration of each case and a guarantee of the rights of the individual.

### ARMED SERVICES

After a former member of the Armed Services has completed fifteen weeks in insurable employment, he or she, will be given credit under Unemployment Insurance for all time spent in the Forces after June 30, 1941. This is covered by the Post-Discharge Rehabilitation Order administered by the Department of Veterans Affairs which provides a series of benefits for members of the Armed Services. The fifteen weeks in insurable work must be within a continuous period of twelve months. The time after June 30, 1941, in the Forces is then allowed without contribution by the employee, as though that time itself had actually been spent in insurable employment, and, taking into account all the time credit of the employee, he is then given exactly the same treatment under the Act as is any other contributor in like circumstances.

The Dominion Government pays to the Unemployment Insurance Fund the total contribution. In short, the benefit rights of the discharged persons are the same as for any other insured person notwithstanding the fact that contributions to the Fund have not been made by them while in active service.

### VETERANS' ADVISERS AND PAYMENT OF OUT-OF-WORK BENEFITS

Procedures have been developed so that the greatest possible services be made available to all discharged persons in finding suitable employment on their return to civilian life. Apart from those who wish to return to their old employment after being discharged, there are many others who want to find employment in industry. A great deal of very useful trade training has been given to the Armed Forces during the war. It would be a loss to Canada, as well as a serious loss to the individual if full advantage was not taken of this wartime training.

In each local employment office there is someone to register and look after ex-service personnel on their first visit to the office. The duty of these veterans' officers is to assist each person in locating suitable employment. It is planned that the special attention given to the veterans' cases shall not end with the first placement, but shall be continuous as long as special attention is required.

Handicapped veterans are given every assistance to re-establish themselves in suitable employment. This specialized aspect of employment and training is discussed fully in the report of the Employment Branch herein.

The adjudication of claims for out-of-work benefits to discharged veterans and the definition of a policy regarding same are the responsibility of the Department of Veterans Affairs. However, the application and administration of these policies in the field, as well as the payment of out-of-work benefits after adjudication, are the responsibility of the Unemployment Insurance Commission. Out-of-work benefits paid to discharged personnel are to a certain extent a form of

unemployment insurance, so that the employment and claims offices of the Unemployment Insurance Commission were found to be the most appropriate machinery for the administration and the payment of these benefits in the field.

### GENERAL

The Unemployment Insurance Commission was appointed in October 1940 and the insurance provisions of the Act came into effect on July 1, 1941. Administration of National Selective Service Regulations became one of the main functions of the Employment Service in September 1942.

## PART II—ADMINISTRATION

### GROWTH OF THE ORGANIZATION

At the close of the fiscal year ending March 31, 1945, the Commission had under its control and supervision, in addition to Head Office, 5 Regional Offices, 5 District Insurance Offices and 217 Local Offices. The rapid extension of the Organization as well as the increased responsibilities involved in the administration of the National Selective Service Regulations and the payment of out-of-work benefit to veterans have made it necessary to open 6 additional Local Offices as at March 31, 1946.

In order to improve the administrative machinery for the payment of benefits, it has been found advisable, however, to close one District Office.

Location of offices of the Unemployment Insurance Commission will be found in Appendix No. 1.

Notwithstanding the many exigencies of the war effort, the normal services of the Commission have been developed and specialized in many ways in order to cope with the transition period from war to peace and peacetime economy. Under the pressure of circumstances, and at the request of the Labour and other Departments, additional Services, not envisaged at the outset, have been instituted to meet emergencies.

The increased number of claims attributable to this transition period has put the administrative set-up to a severe test, which it has met successfully. The National Selective Service Regulations are now gradually fading out as the country returns to more normal employment conditions.

The Unemployment Insurance Commission has continued its study of excepted groups under Part II of the First Schedule to the Act. With the assistance and concurrence of the Unemployment Insurance Advisory Committee, and following up the policy of full and entire coverage to which the Government has committed itself, the Commission has decided to bring under coverage transportation by water, logging and lumbering, subject to certain local administrative limitations. Other groups will likewise be covered as soon as general agreement has been reached in setting up the required machinery for their successful administration.

### THE COMMISSION

The Unemployment Insurance Act provides for the appointment of a Commission to create and administer a co-ordinated program of unemployment insurance and employment service. The Unemployment Insurance Commission so constituted consists of three Commissioners appointed by the Government—a Chief Commissioner, one Commissioner appointed after consultation with organizations representing the employees and the other appointed after consultation with organizations representing the employers.



The Chief Commissioner is L. J. Trottier, appointed for a term of ten years from April 1, 1942. R. J. Tallon is the Commissioner appointed after consultation with employees. Mr. Tallon's first five-year term of office expired on September 23, 1945 and was subsequently renewed for another five years. The third post has been vacant since July 31, 1945 due to the resignation of Allan M. Mitchell because of illness. His term would normally have expired on September 23, 1945.

With the resignation of Mr. Mitchell, the Commission lost a valued colleague who had, during a period of great pressure, given unsparingly of his time and energy. His co-operation and counsel during this time of exceptional demands were greatly appreciated by his fellow Commissioners.

In order to enable the Minister of Labour to make direct use of the organization already set up under the Commission for the administration of National Selective Service, Order-in-Council P.C. 7994 was enacted on September 4, 1942, by the Governor General in Council with the concurrence of the Unemployment Insurance Commission. The "Employment Service and Unemployment Insurance Branch" which was created following this Order will be non-existent after the close of this fiscal year, so that the powers and duties of the Commission, under the Act, that were extended to the Minister for the duration of the war, will be automatically restored.

## ADMINISTRATIVE ORGANIZATION

### PERSONNEL

On March 31, 1942, there were 1,570 persons on the staff of the Commission; by March 31, 1943, this number had grown to 4,352; on March 31, 1944, the figure was 5,572; on March 31, 1945, it had increased to 6,459. The total regular staff on March 31, 1946, stood at 8,275, distributed as follows:

Head Office.....	378	Ontario Region.....	2,494
Pacific Region.....	986	Quebec Region.....	2,392
Prairie Region.....	1,381	Maritime Region.....	644

The employment of extra help for emergency purposes and part-time work brought the total of our staff figure to 9,896.

In accordance with Section 10 (1) of the Unemployment Insurance Act, the selection and appointment of staff have been carried out by the Civil Service Commission. This applies to casual staff and also wherever the services of the Civil Service Commission or its representatives are available.

During the past fiscal year, in addition to the increase in regular staff, of 1,816, it was necessary to obtain replacements for 1,788 employees who separated in that period.

The staff increase is due to a number of factors, including the cessation of hostilities with the resulting industrial change from wartime to peacetime production, the process of demobilization of the Armed Forces, the increased number of claims for benefit, and the expansion of the Employment Service in the fields of executive and professional classes, placement of veterans, placement of the handicapped, and vocational guidance.

At the 31st of March 1946, the number of ex-service personnel in regular positions was 2,544, or about thirty per cent of the total regular staff. During the six-month period from October 1, 1945 to March 31, 1946, appointments to regular positions numbered 2,171, and of these new employees 1,109 were ex-service personnel.



## OPERATIONS BRANCH

The functions of the Operations Branch are exercised through its three divisions: Inspection, Staff Training, Planning and Methods. These three divisions provide an integrated service aimed at maintaining a high level of efficiency in the field operations of the Commission.

*Inspection—*

During the year, the time of Supervising Inspectors stationed at Head Office was largely taken up with supervising, in co-operation with the Planning Division, the installation of the post-war organization in the larger Local Offices across Canada.

At a conference in Toronto at which representatives of all Regions were present procedure for making insurance audit reviews was inaugurated.

Performance reports covering Local Office operations were tabulated and used as the basis for dealing with questions involving expansion or contraction of Local Office staff and facilities. Comparative studies of volume of business handled by offices of different sizes were also made at various times.

A total of 361 Local Office inspections was made by Regional Travelling Supervisors. These inspections included general inspections covering all aspects of Local Office activities, insurance audit reviews, and special inspections.

*Planning and Methods—*

In co-operation with the Inspection Division of the Operations Branch the post-war plan of organization was installed in most of the larger offices across Canada.

Time and motion studies were carried on in the Hamilton Local Office during June and July to determine a yardstick of Local Office work load and staff requirements. On the basis of these studies, flow charts were prepared as an aid to the analysis and simplification of typical operations carried on in Local Offices.

Other projects undertaken during the year included:

1. A survey of statistical reports required by Regional Offices from Local Offices.
2. Research into the type of reproducing equipment suited to the needs of the Commission.
3. An investigation of filing equipment needs of field offices.
4. A study of record plate systems suitable for duplicating standard data in unemployment insurance books.

*Staff Training—*

The staff training program was considerably handicapped at outset by the loss, through resignation, of the Supervisor of Staff Training as of March 31, 1945.

In April, Staff Training Advisers from the Quebec and Prairie Regions were called to Head Office to prepare an employment training course. This course, known as Staff Training Outline of Study No. 11 "Employment Technique and Procedure", was presented in the early part of July.

During August and September the above course was presented at Local Office and zone schools in all Regions except the Ontario Region. In that Region this course was not completed until January because of the shortage of staff.

Schools were held in several Regions for the instruction of Special Placements Officers. Training in claim adjudication was also given Local Office officials designated to act as insurance officers under Section 52 (1) of the Act.

Co-operation was extended to the Department of Veterans Affairs in the conduct of schools for the instruction of Veterans Officers in rehabilitation legislation and the proper use of D.V.A. forms and methods.

### LEGAL BRANCH

The principal duty of the Legal Branch is to act as adviser to the Commission and its various branches on legal problems arising in connection with the operation of the Unemployment Insurance Act, and also, in addition, the Reinstatement in Civil Employment Act, and regulations made thereunder, and the National Selective Service Civilian Regulations.

Along with the usual problems of interpretation of those Acts and Regulations, the Legal Branch is responsible for drafting amendments to the Act and Regulations and Submissions to Council, as the occasion requires.

One of the most important administrative functions of the Branch is to review all proposed instructions to the field in order to ensure the legal correctness and obtain some uniformity in the instructions going to the Regional and Local Offices. The Legal Branch conducts prosecutions regarding non-compliance with the Act and Regulations, and civil actions for the recovery of contributions. Some indication of the nature of those activities is shown in a statistical table which will be found in Appendix II. It will be noted in that table that it has been found necessary during the past year to undertake a considerable number of actions against claimants who have resorted to false pretences in order to obtain benefit under the Act and against employers who failed to pay unemployment insurance contributions.

The relaxation of National Selective Service Civilian Regulation controls has brought about a considerable diminution in prosecutions under the Regulations. As demobilization has been accelerated during the last fiscal year, the responsibilities in connection with the reinstatement problems have increased correspondingly, but it is indicative of the co-operation of employers and ex-service personnel that only one prosecution has had to be undertaken under the Reinstatement in Civil Employment Act.

### PUBLIC RELATIONS

During the year the Public Relations Committee of the Commission continued to hold meetings whenever necessary to consider and advise the Commission on matters of publicity, etc.

A program of publicity primarily for the Employment Service, through the media of weekly newsletters to employers, was carried on for several months and continued at the end of the year. These newsletters were written with a view to informing employers of facilities which the National Employment Service can offer, and in an effort to encourage them to turn to the National Employment Service for their employment needs. For some months the letter went out every week to employers with staffs numbering eleven and up. Toward the end of the year, it was decided to send the letter out only twice a month, but once a month it would be circulated to all employers no matter what the number of employees on their payrolls. This meant that, in the case of the "all employer" letter, approximately 150,000 were circulated each month.

In addition to the letter to employers, a program of advertisements, sponsored by the Department of Labour, also largely directed toward popularizing the Employment Service in the minds of both employers and employees, was carried on. These advertisements appeared in the daily newspapers of six large Canadian cities with a considerable industrial population. At the end of the fiscal year, the program was still in operation.



## STATISTICS

The Commission has continued its arrangement with the Dominion Bureau of Statistics by which all insurance statistics, gathered by the Commission from Regional, District and Local Offices, are processed and analysed for reports by the Bureau.

The Research and Statistics Branch of the Department of Labour is responsible for the publication of reports and data concerning the operation of the Employment Service and National Selective Service.

In order to prevent duplication in the collection and compilation of statistics, both those arising from the operations of the Commission and those obtained elsewhere, an Unemployment Insurance Commission Committee on Statistics has been established. The heads of the various branches in the Commission's organization, a representative of the Dominion Bureau of Statistics and a representative of the Research and Statistics Branch of the Department of Labour, comprise the committee membership. The committee reviews all statistical forms used in the Commission organization and all instructions regarding the completion and disposal of these forms.

In common with other departments and agencies of the Government, the Commission is preparing to install the new Standard Industrial Classification as set up by the Interdepartmental Working Committee on Industrial Classification.

An adaptation of the Canadian Census Classification of Occupations, which can be used by the Commission both for employment and insurance statistics as well as by the Dominion Bureau of Statistics and other agencies, is almost complete. These two classifications will provide comparable material on various subjects from the Government departments and will enhance the value of the statistics arising from the Commission's operations both in their administrative and statistical uses.

## ADMINISTRATIVE COSTS

Under the Act, all administrative expenses of the Unemployment Insurance Commission are paid out of moneys voted by Parliament and are not a charge on the Fund to which employers, employees and the Dominion Government contribute. Due to the fact that the staff and premises of the Commission are used also for the administration of demobilization and rehabilitation carried out by the Department of Labour in accordance with instructions of the Minister, it has been found impossible to allocate accurately the cost of operation of the Act of 1940 as distinct from the other activities above referred to, but on an arbitrary basis the cost of administration chargeable to the Unemployment Insurance Vote totals \$6,184,964.15 for the current year as against a total of \$5,112,626.95 for the previous year. (Appendix III).

## TRIBUTE TO THE STAFF

The administration of unemployment insurance and the employment service coupled with the administration of the National Selective Service Regulations is recognized as an involved and arduous task. Notwithstanding this fact, and the unfavourable conditions that prevailed in a number of offices, the members of the staff have carried on unsparingly and well. Now that the war is over, it is felt that experience gained during the war years will assist in making the peacetime administration more effective. The Commission is proud of the achievement of the past year and wishes to convey to members of the staff its sincere appreciation of their devotion and loyalty.



## PART III—EMPLOYMENT BRANCH

During the year 1945 National Selective Service Regulations were relaxed so that in the month of May permits to seek work were no longer required for women, and at the end of the year this relaxation was extended to men.

Through its more than 200 offices across Canada an employment service, without fees, is provided for employer and employee alike. Advertising campaigns, broadcast programs, and weekly newsletters to employers have publicized the service fully. From V-E day to the close of the year, over 750,000 persons were referred to work by the Employment Service.

The end of the war brought new problems to this service. The release from war industry and the Armed Forces increased the available manpower by many hundreds of thousands. Lack of raw materials delayed the recovery of civilian industry, which in consequence was unable to absorb all the extra manpower. Special efforts were made to induce some of this surplus to accept work in the woods because of the urgent need for lumber, and to accept work on farms to assist in meeting the unprecedented demand for food products.

While the problems subsequent to the ending of the war were associated with finding jobs for thousands of people, this was not the case earlier in the year. Shortages of manpower were evident early in 1945; the demands of the Armed Forces had reduced the manpower pool, and thousands of heavy labourers were required for the urgent munitions program. Recruiting drives were undertaken and a further screening was made of those engaged in less essential work. Most of the urgent demands were met satisfactorily, and this situation continued until after V-E Day.

With the recognition that returning veterans would increase the demand for houses and add to an already grave housing situation, an extraordinary effort was made to withdraw construction workers from other industries, and to channel these workers into low-cost housing projects. At the same time, similar efforts were made to provide building materials establishments with labour they had lacked during the war.

During the period of extensive layoffs from war establishments, the Employment Service made arrangements to interview persons at the plants before they were separated from employment, and large numbers were immediately referred to new employment. Where there was no other suitable employment in the vicinity of the layoff, transportation was provided at government expense to areas where employment was assured, or, alternately, to the original home of the worker.

Early in the year the Employment Service extended its efforts into a new field. A considerable number of persons who had shown ability of an executive nature were being discharged from the Armed Forces. War industry was laying off persons who had been trained for positions of an executive type, or developed high technical skill useful to civilian industry. Accordingly a section was organized to meet the problems peculiar to the placement of such persons. Five offices, known as Executive and Professional Offices, were established, one at each of the five Regional headquarters. Statistics show that 4,800 such persons found employment during the year through these offices.

Before National Selective Service controls were relaxed, units known as "Employer Relations Units", were established in many offices. The duty of this Personnel was to maintain close contact with employers and provide them with information on the Employment Service. This was helpful in obtaining the maximum number of orders for the offices and enabled the organization to take steps to remedy any phases of the Employment Service which employers or employees might show required modification.

Locating jobs elsewhere than in the job seeker's home town is effected through the clearance machinery of the National Employment Service, which brings together employers and job seekers as far apart as Vancouver and Halifax. Rarely are there fewer than 2,000 employers' orders circulating through the clearance system. Employment opportunities in any area are thus brought to the attention of job seekers anywhere else in the Dominion.

At the end of the fiscal year the National Employment Service is operating to find suitable employment for war veterans, discharged war workers, handicapped persons, youth, executive and professional workers, in addition to the large body of workers and tradesmen not in these named categories. The National Employment Service administers the few employment regulations remaining under National Selective Service. These regulations require that an employer register a vacancy and report the hiring or discharge of a worker, and that an unemployed person register after being separated from work for seven days.

The demand through our offices for farm workers is as urgent as during the war years, and strong efforts are being made to induce unemployed persons to accept work on the farm. A threatened labour shortage for eastern harvesters was forestalled last year by despatch of 2,000 farm workers from the west, and by the supplementing of this labour by civilians from neighbouring towns and members of the Armed Forces. In the reverse direction, the offices of the Employment Service recruited 5,450 workers in Ontario and Quebec to assist in harvesting the western crop. At the Annual Conference of the Federal and Provincial Farm Labour Officials held in Ottawa early in December, it was agreed that the Dominion-Provincial Farm Labour program should be continued for another year. Another strong effort in recruitment consisted in finding labour to supply lumber camps.

Labour which was unavailable during the war to operate gold mines has been located through offices of National Employment Service, and although many are still undermanned a good start has been made in re-opening many mines. A shortage of certificated coalminers still exists. In the coal mining, gold mining, and base metal mining centres, a drawback to recovery from war-time conditions is lack of housing accommodation. This is a serious obstacle to provision of a full labour force to the mines.

Officers of the Employment Branch at Head Office represented the Department of Labour and advised on employment matters to the several committees set up to assign priorities for labour, to examine recommendations for the premature release of persons from the Armed Forces, and on committees dealing with supply of building materials, as well as the Administration Board of the Department of Labour. Through this liaison, committees and boards were kept advised of the labour supply and demand in all parts of the country, and in different classes of industry.

A transfer of unskilled labour from the western areas was arranged between February and April in 1945, taking advantage of the availability of this labour due to the lack of farm work. These men were of great assistance to war industry in Ontario in which, in the early part of 1945, there were 116,000 unfilled vacancies.

In the month of June the Employment Service was requested by the Minister to make a Dominion Residential Construction Survey in thirty-one selected cities, which has continued up to the present time. All residential construction jobs, whether entirely new or conversions, are surveyed each month and a record kept of the class of residence being constructed, materials used, and the amount of space that will become available. By this means, government departments responsible for the improvement in the housing situation are kept advised on the increased supply of shelter and of any bottlenecks in supply which limit construction.



To assist in finding labour for the urgent construction work, a voluntary registration of construction workers was carried out in July and another registration based on a ministerial order was conducted between August 6th and 11th. One of the results of the registration has been to encourage an intensified apprenticeship campaign to alleviate the shortage of these tradesmen.

During the year considerable difficulty was met in supplying labour to the shipyards. It was necessary to search the whole Dominion to find the highly skilled tradesmen required for this work, and the problem remained acute until the end of hostilities in Europe. Similar problems were met in providing labour for military and veterans' hospitals. The highest labour priority was given to these construction projects. A similar situation existed regarding the Chalk River project.

The demand for railway maintenance workers continued to be felt and soldier workers were utilized. A full labour supply was found for lake steamships and for the grain elevators, and the pool of workers in Halifax was maintained to prevent delays in the loading and discharging of cargoes at that port. The Halifax Reserve labour pool has since been discontinued.

In Appendices IV, V, VI, VII, VIII will be found statistical data which indicate the numbers of workers registered for employment at local offices and the numbers of placements effected by the offices.

#### VETERANS' PLACEMENTS

General demobilization of the Armed Forces has greatly increased the work of the Veterans' Placement Division. During the last fiscal year, discharges from the three Armed Services totalled approximately 557,000 hitting a high in October, 1945 of 92,967. Notwithstanding this increased load, the Armed Forces Registration Units in local offices have been able, by some slight increase in staff, to handle the work.

During the year the scope of this division has been enlarged by appointing Veterans' Employment Advisers at all Department of Veterans Affairs Rehabilitation Centres across Canada. These officials give prompt service and advice to all veterans who have employment problems and who are calling at the Rehabilitation Centre. These Veterans' Employment Advisers are on U.I.C. Regional staffs and their area of operations is the area covered by the Rehabilitation Centre.

In providing service to veterans the U.I.C. has worked in very close co-operation with the Department of Veterans Affairs. There has been appointed to each of our local offices, in towns where D.V.A. have no Rehabilitation Centre, a Veterans' Officer. These officials have received training by D.V.A. on all phases of the rehabilitation program, as well as being trained in U.I.C. policy and procedures. Their duties are primarily to be available to give assistance and advice to veterans on all matters pertaining to the rehabilitation program. Veterans' Officers also assist the A.F.R.U., or in the smaller offices, perform the duties of the A.F.R.U.

Courses of instruction were arranged in conjunction with D.V.A. for all Veterans' Employment Advisers and Veterans' Officers. Officials of U.I.C. assisted as lecturers at these courses.

In dealing with the rehabilitation of veterans, the closest and most friendly co-operation has been maintained not only with the Department of Veterans Affairs, but also with Canadian Vocational Training and the three Armed Services. This co-operation has existed at all levels in the organization.

Preference in referral to jobs is given to veterans with overseas service or who are in receipt of a disability pension. By reason of the co-operation of most



employers, this preference in referral in most cases becomes preference in placement. It is only fair to say that this preference given by employers is not a patriotic gesture only, but is largely due to the satisfactory service which most veterans have given to employers.

On February 1, 1946, the N.E.S. took on the entire responsibility of taking the applications and paying to the applicants Out-of-Work Allowances provided under the Veterans' Rehabilitation Act.

Work in regard to Ex-service women was not forgotten. Early in the 1945-46 fiscal year Armed Forces Registration Units were set up in the Women's Divisions in all larger National Employment Offices. Due to the small number of discharges, considerable difficulty was met in finding suitable ex-service women to fill these positions, and in most offices it was found necessary to have the work of these A.F.R.U.s carried out by other members of the local office staff, until replacements could be made. However, by the end of the year practically all such positions had been filled by ex-service women.

A position for a female assistant to the Supervisor of Veterans' Placements in each of the five regions was set up in July. In spite of some difficulty in obtaining suitable qualified ex-service women, by the middle of February 1946, appointments had been made in all five regions.

During the months of February and March arrangements were made to have regional female assistants participate in training conferences conducted by the Department of Veterans Affairs for female counsellors, at Ottawa, Saskatoon and Vancouver. The three Eastern assistants were brought to Ottawa, the Prairie assistant to Saskatoon, and the B.C. assistant attended the Vancouver conference.

Some of the members of the Women's Division A.F.R.U.s attended in Saskatoon and Vancouver. The aim of the conference, at which were also female counsellors from the three Armed Forces, Canadian Vocational Training and the Department of Veterans Affairs, was to discuss problems relating to rehabilitation of Service women and to promote closer relations among the various women concerned with the rehabilitation program. By the end of the fiscal year liaison between the three Women's Divisions, D.V.A. and the Department of Labour was becoming firmly established.

## SPECIAL PLACEMENTS

### INTRODUCTION

The fiscal year ending March 31, 1946, has been one of progress in the field of Special Placements. While much remains to be done—and the task will, indeed, never be “finished”—the Special Placements Division has made tangible advances in the placement of the physically handicapped; in the coordination and promotion of vocational guidance and youth placement; and in the establishment of techniques and procedures to be applied in the near future as an integral part of proposed program of civilian rehabilitation training.

### STAFF

Three changes took place among the supervisory staff at Head Office during the year involving replacement of the Section Head-Youth and Vocational Guidance as a result of resignation of the former incumbent, and the appointment, in August 1945, of a Section Head-Rehabilitation Training, working closely with the Supervisor of Veterans' Placements in all problems pertaining to the training of ex-service men and women.

At the beginning of the fiscal year three Regional Supervisors of Special Placements had been appointed in the Maritime, Ontario, and Prairie Regions.

During the year similar appointments were made in the Pacific and Quebec Regions. The Regional Supervisor in the Maritimes resigned, and has been replaced by the reassignment of another member of the supervisory staff. The Regional Supervisor in Quebec also resigned and his position was vacant at the end of the fiscal year.

### THE PLACEMENT OF THE HANDICAPPED

Gratifying results were reported by Local Offices in placement of the physically handicapped. Using every available means of publicity, including public addresses, the newspapers, magazines, and the radio, the Special Placements Division has influenced employers to give the handicapped worker a chance—not on the basis of sympathy, but because of the fact that the handicapped worker, when properly placed in employment is not vocationally handicapped.

The statistical table which appears elsewhere in this report does not tell the whole story with regard to the effectiveness of the placement activities so far as the handicapped worker is concerned. Narrative reports have been furnished which indicate the human side of Special Placements work. Men and women who have never been able to secure employment have been placed by the local offices, applying the techniques promulgated in training courses; employers, on their part, have expressed their appreciation of the excellent workers they have been persuaded to engage.

### YOUTH AND VOCATIONAL GUIDANCE

Progress in the field of youth placement and the coordination of vocational guidance has been retarded by lack of fully-trained staff, but certain forward steps have been taken during the year, and plans for future advancement have been carefully worked out by the Special Placements Division. Some of the actual achievements of the past year are listed below:

1. Intensive, first-hand, study of the methods of dealing with youth guidance and employment in various cities in the Eastern United States.
2. Detailed study of all available printed material relating to juvenile guidance and placement techniques and procedures in Canada, Great Britain, and the United States.
3. Similar study of available material on testing procedures, with first-hand examination of testing programs during visit to U.S.E.S. offices.
4. Active participation in training programs for Special Placements personnel, in Toronto and Montreal.
5. Advice and suggestions regarding establishment of training courses in Universities across Canada, and active participation in establishment of such a course at Ottawa University.
6. Definite leadership and initiative in organizing and conducting the first Youth Guidance and Placement Council in Canada at Ottawa.

Continuous contacts with provincial educational authorities will be maintained, in order that guidance and placement work of the local offices of the National Employment Service shall be in harmony with, and supplementary—in some instances—to similar programs now being developed and expanded by provincial authorities. A mutually satisfactory form of co-operation in this regard has already been worked out with Ontario and British Columbia.

Much has been accomplished in making available to local offices definite information on job analysis and general employment information. Closely related to the provision of occupational information, is the question of community



surveys of employment opportunities. Only one such survey has been undertaken up to the end of the fiscal year, namely, in Stratford, Ontario, but the experience gained will serve as a guide for extending this program to other centres in Canada.

### REHABILITATION TRAINING

The Special Placements Division has been assigned responsibility for co-ordination of selection of civilian candidates for vocational training, and preparatory work has been carried on.

At Head Office, a Sub-Committee of the General Procedures Committee, with the Supervisor of Special Placements as Chairman, held its first meeting on June 15, 1945. The other members of the Sub-Committee represent the interests of the Insurance Branch, of women in employment and of veterans.

In August, 1945, a Section Head was added to the staff of Special Placements to deal specifically with problems pertaining to training. The interest of the National Employment Service in the question of training hinges largely, but not entirely, upon the Fourth Statutory Condition for the receipt of unemployment insurance benefit. The purpose of the condition is to guarantee that benefit recipients who might secure employment with additional training are channelled on an organized basis through established procedures. Selection Committees, on a local office and regional basis, have been set up and at the end of the fiscal year were commencing to function in a few centres.

The case of a typical benefit recipient is examined by the Selection Committee where he has indicated an interest in a specific course of training or where the initiative comes from the Committee and it is believed that the benefit recipient could profit by a specified course. Through the coordination of effort involved in the varied personnel of the Selection Committee, benefit payments may be made to a man or a woman taking an approved course of training, and these benefits may be supplemented, where necessary, through the coordination of the Committee's efforts with those of the regional representatives of Canadian Vocational Training.

In September, 1945, the Re-establishment Training Agreement, under the Vocational Training Coordination Act of 1942, was signed by the Minister of Labour and sent to all provinces for approval. This Agreement, under Schedule "M", provides for the retraining of unemployed war workers and others, whether they are eligible for unemployment insurance benefit or not, and for certain subsistence allowances. Provision is also made for Canadian Vocational Training to absorb any difference between unemployment insurance benefits and C.V.T. subsistence allowances. At the end of the fiscal year four provinces (Nova Scotia, Saskatchewan, Alberta, and British Columbia) had agreed to train civilians under the terms of Schedule "M", although at the end of the fiscal year no civilian training has actually commenced.

During the last month of the fiscal year a nation-wide campaign of advertising to interest employers in training-on-the-job, as well as in classes was instituted. The campaign was designed primarily to arouse interest in training opportunities for ex-service personnel.

### WOMEN'S DIVISION

The scope of the Women's Division has widened considerably during recent months. A questionnaire was sent out in November, 1945, enquiring into relations with employers and applicants, possible sources of dissatisfaction, achievements, and suggestions for the betterment of the service given. The replies received indicate that there has been general satisfaction on the part of



the employers with the service rendered by the Women's Division. Later, the findings from these questionnaires were compiled and summarized for distribution to all offices and for consideration in determining future policies.

The Home Aide plan, which provides a part-time household service with fixed hours of work and rates of pay, has been put into effect through twelve of the larger offices of the National Employment Service, and is under consideration by several others. The feasibility or otherwise of the plan for each locality is determined by a committee of representative women at each point in co-operation with the Women's Division of the local office.

The Women's Divisions were charged with the responsibility of overcoming labour shortages, particularly in the textile industry in Ontario, Quebec and the Maritimes which had heavy war commitments. To meet the situation special sections were set up in some of the larger offices in areas affected, and in others special officers were designated to deal with employers' requirements and to encourage applicants to accept that type of employment. A special Textiles Committee was formed in Ottawa to devise methods of overcoming shortages, and with the help of the Women's Divisions at Head Office, Regional Offices and local offices measures were put into effect which were instrumental in providing a flow of workers to the textile establishments in the various parts of the country. The Women's Division was responsible also for meeting the shortages in hospital requirements, for nurses and sub-staff.

It is apparent that the surplus of women workers is growing. At the end of March, 1945, there were 50,305 unfilled vacancies for women, with 17,916 unrefereed applicants at the offices. At the end of March 1946, the situation had changed to show only 34,374 job opportunities for women, with 45,580 unrefereed applicants.

Housing has to be taken into account when considering the possibility of transferring workers from areas of surplus to those of shortage. In large centres, such as Toronto and Montreal, where there are many more jobs than applicants, it has been found impractical to bring workers in because of the lack of housing facilities.

During February and March of 1946, officials of the Women's Division attended conferences held by the Canadian Vocational Training Branch of the Department of Labour, and by the Women Counsellors of the Department of Veterans Affairs. These latter conferences were held in Ottawa, Saskatoon and Vancouver.

#### NATIONAL EMPLOYMENT COMMITTEE

The number of Employment Committees, Regional and Local, under the Unemployment Insurance Act, increased to seventy during the year as a result of establishment of new Committees in the Pacific Region. These Committees were established on recommendation of the Pacific Regional Employment Committee, bringing the total number of Local Employment Committees up to sixty-five.

The National Employment Committee held its regular sittings during the year. Continuing its policy of meeting at intervals with Regional Employment Committees, the National held a joint meeting with the Quebec Regional Committee on May 3rd and 4th, 1945. This resulted in closer co-operation and a clearer understanding of the respective functions of the two Committees.

It had been the hope of the National Committee to follow with a meeting in the Maritime Provinces, and efforts were made to arrange for such a meeting. Unfortunately, however, travel restrictions made this impossible. Consequently, the meeting with the Maritime Committee was not held. Thus far, the National Employment Committee has not held a meeting with the Pacific Regional Committee.

With the abandonment of a number of National Selective Service Controls, and the easing of others, the Local Employment Committees, which are primarily advisory to Local Office Managers on employment matters, began to come fully into their own. With National Selective Service regulations in full effect, and manpower under direct control, Local Employment Committees had but a limited scope for their advisory functions.

The importance of the Local Employment Committees, not to speak of the Regional and National, will, in all probability, be appreciated more fully with the lifting of controls. As required under the Act, all Committees are representative of employer and employee organizations on a fifty-fifty basis. Representation is also given to veterans, women, and agriculture.

The illness of Mr. Tom Moore, Chairman of the National Employment Committee, which made it impossible for him to carry on, continued throughout the year. As provided in Order-in-council P.C.7994, Mr. R. J. Tallon acted as Chairman during the year. The Commission would now, however, point out that, as the National Employment Committee is an advisory body to the Commission, appointment of a Chairman, other than a Commissioner, appears advisable.

Regional Committees are primarily advisory to Regional Superintendents. Resolutions from Local Committees are passed through the Regional to the National when they contain matters of Regional or National interest. During the year, the vacancy created by the resignation of Dr. Geo. F. Davidson, who was appointed Deputy Minister of Welfare, was filled by the appointment to the Committee of Mr. R. E. G. Davis, M.A., Dr. Davidson's successor as Executive Director of the Canadian Welfare Council. The personnel of the Committee as at the end of the fiscal year follows:

Tom Moore, Chairman, Ottawa; R. J. Tallon, Acting Chairman; Carl Berg, Edmonton, former President of the Edmonton Trades and Labour Council and Vice-President of the Trades and Labour Congress of Canada; E. R. Compelin, Montreal, Manager of Industrial Relations, Canadian Industries Limited, representing Canadian Manufacturers' Association; J. C. G. Herwig, Ottawa, General Secretary of the Canadian Legion, representing War Veterans; G. S. Hougham, Toronto, Dominion Secretary, Retail Merchants Association of Canada, representing the retail trade; Aubrey L. Scott, the Steel Company of Canada, Ltd., Hamilton, representing the Canadian Chamber of Commerce; Mrs. Florence F. Martel, Montreal, representing women; A. R. Mosher, Ottawa, President of the Canadian Congress of Labour; R. J. Scott, Toronto, representing agriculture; and R. E. G. Davis, Ottawa, representing the Canadian Welfare Council.

## PART IV—UNEMPLOYMENT INSURANCE

### GENERAL

The cessation of hostilities has brought into prominence some aspects of the Insurance Branch which were considered of only secondary importance during the period of high-level employment which prevailed during the war years. When the Unemployment Insurance Act was introduced in 1941, many of the social and economic problems we are facing today were foreseen. Introduction of the Plan was therefore timed so that the intervening years might provide the necessary interlude for the organization of the four divisions of the Insurance Branch. These are now coping with conditions arising out of demobilization of our Armed Forces and reconversion of productive economy from war to peacetime basis.



## COVERAGE DIVISION

1. *International Aspect—*

Although the long-term objective of an unemployment insurance scheme is to provide protection against unemployment for the whole employed population, it is recognized that, due to the difficult administrative problems involved, the Act cannot be so extended immediately, or even in the near future.

However, the post-war period is revealing a greater awareness of the need for international co-operation, not only in economic affairs, but also in the field of social security. Consequently, the successful negotiation of reciprocal agreements with the governments of British Commonwealth and foreign countries, in matters relating to unemployment insurance, is becoming an important feature in the extension of coverage under the Canadian Act. As the Commission has now established reciprocal relations with the majority of the State Unemployment Compensation Boards in the United States, it was found possible, during the last fiscal year, to provide protection against unemployment to persons engaged in transportation by air,—an industry in which a very large number of the employees are engaged in international service. This extension of coverage was effected under the authority of Subsection (2) of Section 86 of the Act, on Order-in-Council P.C.89/5311 of August 1, 1945. The measure is destined to provide protection in two very important directions in the post-war world:

- (a) Commercial aviation is on the threshold of a great expansion, indicating that an increasingly large number of people will be engaged in the industry in the future.
- (b) Veterans of the R.C.A.F., who take up commercial flying, will now be in a position to avail themselves of Unemployment Insurance credits corresponding to the period of their Armed Service.

A preliminary report has been completed on the problems connected with the extension of coverage to employment in transportation by water. Pending the conclusion of reciprocal arrangements with Great Britain in the matter of ocean-going vessels, it is hoped to provide, at an early date, insurance protection against unemployment in transportation on the inland waters of Canada.

2. *Modification of an Excepted Employment—*

In the Unemployment Insurance Act as passed in 1940 one of the employments excluded from coverage was the following:

"Employment as a professional nurse for the sick or as a probationer undergoing training for employment as such nurse." (First Schedule, Part II (h).)

Apparently the intention was that the exception should apply only to a private duty nurse who was employed directly by the patient, where, it was felt, the making of contributions would entail considerable administrative inconvenience to the employer. In practice it was found that this restricted interpretation could not be maintained, with the result that protection, under the Act, was denied to professional nurses employed in doctors' and dentists' offices and in industrial establishments, where the making of contributions presented no administrative problem, and where all other employees were insured.

Effective September 3, 1945, coverage was extended by Order-in-Council P.C.5563 of August 21, 1945, under the provisions of Section 86 (2) to:

"Employment as a professional nurse other than a private duty nurse."

The effect was to restrict the exception to the type of employment originally contemplated when the Act was written, and to bring under the coverage of the Act all other professional nurses.



## CONTRIBUTIONS DIVISION

1. *Registration of Employers—*

Complete co-operation has been secured from established employers in the matter of registration under the Act and procedure laid down by the Commission in this respect is now so well understood that it is recognized as a normal business operation by those persons who undertake a new commercial venture. The increase in the number of registered employers may be traced, therefore, to:

- (a) the net growth in new business establishments engaged in insurable employment;
- (b) employers who were previously excepted but who were brought under the Act during the fiscal year.

2. *Registration of Employees—*

Approximately three million persons in Canada are now protected by unemployment insurance. (Appendix IX). In addition to dealing with the increase in the number of insured persons consequent upon any extension of coverage, the Contributions Division has been organized to cope with the increased administrative duties which will devolve upon it when the 760,000 members of the Armed Services have been demobilized and the majority have entered or re-entered insurable employment.

During the fiscal year under review there were 477,000 new entrants into insurable employment, an increase of 22,000 over the previous year. This figure is mainly accounted for by those ex-service personnel who, prior to enlistment, had never been gainfully employed.

3. *Payments into the Insurance Fund—*

The Contributions Division has already collected from the Department of Veterans Affairs, under the terms of the Veterans Rehabilitation Act, over two million dollars which has been placed in the Unemployment Insurance Fund to the credit of the veterans concerned. The flow of contributions from employers and employees in industry has remained steady, and from this, one feels justified in deducing that the basic financial feature of the Act is being successfully maintained. (Graph "A" Appendix XII). However, in view of the following factors, consideration is being given to modifications in the scale of contributions:

- (a) the aftermath of war has given rise to a demand for increased benefit rates in general;
- (b) an additional higher class of contributions may be indicated by the need to provide more adequate compensation to insured persons who earn considerably in excess of \$26 per week (*i.e.*, the lower bracket of the highest contribution class) but whose rate of remuneration is still below ceiling of earnings laid down in item (n) of Part II of the First Schedule to the Act; (Graph "C")
- (c) in framing the financial provisions of the Act, the scale of benefit was predicated on the maintenance of a parity in the total contributions made by employers and employees. Appendix X and XI and Graph B indicate that this relationship is slightly disturbed.

## AUDIT DIVISION

1. *Examination of Employers' Records—*

The Audit Division of the Insurance Branch made periodical inspections of the business records of employers in order to ensure that correct contributions were being made on behalf of insurable employees. (Appendix XIII). Overdue

contributions were promptly recorded. Overdue contributions outstanding at the end of the fiscal year may be attributed mainly to the poor financial condition of certain delinquent employers, cases of bankruptcy and difficulty in locating employers who have gone out of business.

## 2. *Employer Relations—*

In addition to technical duties, the audit staff were frequently called on to assist in carrying out one of the Government's primary objects of policy—*i.e.*, the maintenance of a high level of employment. On their regular visits to the premises of employers they explained manpower regulations and pointed out the advantages to be derived from use of the National Employment Service.

## 3. *Inter-departmental Co-operation—*

Working in close liaison with the Department of Veterans Affairs, the audit division suspended their regular duties during the entire month of January, 1946, and concentrated on explaining to employers that employment opportunities should be opened up as soon as possible for discharged personnel.

During their regular visits to premises of employers, the field audit staff, in a co-operative effort with the Department of National Revenue, ascertained that deductions were being made at the source for the purposes of Income Tax.

# CLAIMS DIVISION

## 1. *Increase in Volume of Claims—*

The cancellation and termination of war contracts following the cessation of hostilities resulted in a larger number of people becoming temporarily unemployed. Although this eventuality had been clearly foreseen, the unexpected collapse of the enemy in the Far East imposed a severe strain on preparations which had been made by the Claims Division of the Insurance Branch to meet post-war conditions. There was an abnormal increase in the number of claims for benefit filed at the local offices during the second half of the last fiscal year. (Graphs "D" and "E" Appendices XIV, XV, XVI, XVII, XVIII). Although the Claims Division was somewhat hampered by the lack of office space and trained personnel, the situation was kept well in hand.

## 2. *Improved Techniques—*

In order to expedite the adjudication and payment of claims the following modifications and innovations were introduced into the Claims Division during the last fiscal year:

- (a) A system of payment by cash was installed in fifty-three local offices of the Commission;
- (b) A modified form of adjudication was inaugurated in some of the larger local offices, thereby obviating the necessity of transmitting the straight-forward and allowable claims to the Regional and District Insurance Officers for approval;
- (c) A new District Insurance Office was opened in Quebec City to serve insured persons residing in Northern Quebec;
- (d) The number of Courts of Referees was increased to 56, additional chairmen appointed and the personnel of employer-employee panels augmented where necessary.

### 3. *Reciprocal Arrangements—*

Benefit statistics indicate that negotiation of reciprocal arrangements with other countries is becoming an important feature of the Canadian Unemployment Insurance Plan. Following the agreement concluded between Canada and the United States in order to preserve benefit rights of insured persons who have changed their place of residence from one country to another, a number of claims for benefit have already been received by both countries. There is a growing tendency towards an equality in the number of claims filed in each country.

### 4. *Co-operation with Department of Veterans Affairs—*

The Claims Division undertook the task of paying the out-of-work benefits which have been authorized under the Rehabilitation Allowances for Veterans Act, to unemployed ex-members of the Armed Services. The cashiers in the local offices of the Commission are carrying out this additional duty in a satisfactory manner.



## APPENDIX I

## UNEMPLOYMENT INSURANCE COMMISSION

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office —Ottawa, Ont.

Regional Offices —Maritime Region—Moncton, N.B.

—Quebec “ —Montreal, Que.

—Ontario “ —Toronto, Ont.

—Prairie “ —Winnipeg, Man.

—Pacific “ —Vancouver, B.C.

District Offices —London, Ont., Edmonton, Alta., Saskatoon, Sask., Quebec, P.Q.

## EMPLOYMENT AND SELECTIVE SERVICE OFFICES

*Maritime Region—*

Prince Edward Island—Charlottetown, Summerside.

Nova Scotia—Amherst, Bridgewater, \*Dartmouth, Digby, \*Glace Bay, Halifax, \*Inverness, Kentville, Liverpool, New Glasgow, \*New Waterford, \*Pictou, Springhill, Sydney, \*Sydney Mines, \*North Sydney, Truro, Yarmouth.

New Brunswick—Bathurst, Campbellton, Edmundston, Fredericton, Minto, Moncton, Newcastle, Saint John, St. Stephen, Sussex, Woodstock.

Quebec—\*Magdalen Islands.

*Quebec Region—*

Quebec—Acton Vale, \*Arvida, Asbestos, Baie St. Paul, Beauharnois, Buckingham, Causapscal, Chandler, Chicoutimi, Coaticook, Cowansville, Dolbeau, Drummondville, East Angus, Farnham, Granby, Hull, Joliette, Jonquiere, \*Lachine, Lachute, La Malbaie, La Tuque, Levis, \*Longueuil, Louiseville, Magog, Matane, Megantic, Mont Laurier, Montmagny, \*Montmorency, Montreal, \*Montreal-Pie IX, \*Montreal-Cartier, \*Montreal-St. Urbain, \*Montreal-Villeray, \*Montreal-St. Henri, \*Montreal-Rosemont, Plessisville, \*Pointe-aux-Trembles, Port Alfred, Quebec, Richmond, Rimouski, Riviere-du-Loup, Roberval, Rouyn, Ste. Agathe, Ste. Anne de Bellevue, St. Georges de Beauce, St. Hyacinthe, St. Jean, St. Jerome, St. Joseph d'Alma, \*St. Paul l'Ermite, Ste. Therese, Shawinigan Falls, Sherbrooke, Sorel, Thetford Mines, Three Rivers, Val d'Or, Valleyfield, \*Verdun, Victoriaville.

*Ontario Region—*

Ontario—Arnprior, Barrie, Belleville, Bracebridge, Brampton, Brantford, Brockville, Carleton Place, Chatham, Cobourg, Collingwood, Cornwall, Dunnville, Fergus, Fort Erie, Galt, Gananoque, Goderich, Guelph, Hamilton, Hawkesbury, Ingersoll, Kapuskasing, Kingston, Kirkland Lake, Kitchener, Leamington, Lindsay, Listowel, London, Midland, Napanee, Newmarket, New Toronto, Niagara Falls, North Bay, Orangeville, Orillia, Oshawa, Ottawa, Owen Sound, Paris, Parry Sound, Pembroke, Perth, Peterborough, Picton, Port Colborne, Port Hope, Prescott, Renfrew, St. Catharines, St. Thomas, Sarnia, Sault Ste Marie, Simcoe, Smiths Falls, Stratford, Sturgeon Falls, Sudbury, Tillsonburg, Timmins, Toronto, Trenton, Walkerton, Wallaceburg, Welland, Weston, \*West Toronto, Windsor, Woodstock.

*Prairie Region—*

Ontario—Fort Frances, Fort William, Kenora, Port Arthur.

Manitoba—Brandon, Dauphin, Flin Flon, Portage la Prairie, \*St. Boniface, Selkirk, The Pas, Winnipeg.

Saskatchewan—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta—\*Black Diamond, Blairmore, Calgary, Drumheller, Edmonton, Edson, Lethbridge, Medicine Hat, Red Deer.

British Columbia—Dawson Creek.

North West Territories—Yellowknife.

*Pacific Region—*

British Columbia—Chilliwack, Courtenay, Cranbrook, Duncan, Fernie, Kamloops, Kelowna, Nanaimo, Nelson, New Westminster, \*North Vancouver, Penticton, Port Alberni, Prince George, Prince Rupert, Princeton, Trail, Vancouver, Vernon, Victoria.

Yukon—\*Dawson City, Whitehorse.

\*Sub-offices.

## APPENDIX II

**CRIMINAL PROSECUTIONS OF DELINQUENTS UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940, AS AMENDED, AND CONTRIBUTION REGULATIONS  
AND LEGAL PROCEEDINGS FOR THE RECOVERY OF BENEFIT  
WRONGLY OBTAINED**

Type of Case	Nature of Proceedings	Com- menced	Convic- tion or satis- factory settle- ment	With- drawals	Acquit- tals	Pending
For failure to return Insurance Books	Criminal	21	17	4	—	—
For failure to produce records of inspection.....	Criminal	5	2	2	—	1
For failure to pay contributions.....	Criminal	109	59	3	—	47
For recovery of unpaid contributions	Civil action	2	1	—	—	1
For obtaining benefit illegally.....	Criminal	158	75	—	2	81
Total.....		295	154	9	2	130

## APPENDIX III

**ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT INSURANCE COMMISSION  
DURING THE PERIOD APRIL 1, 1945 TO MARCH 31, 1946**

Salaries.....	\$ 4,214,781 53
Cost of Living Bonus and Other Paylist Items.....	562,788 71
Professional and Special Services.....	44,039 87
Commission to Post Office Department.....	273,512 80
Printing and Stationery.....	131,815 92
Unemployment Insurance Stamps.....	36,493 63
Unemployment Insurance Workers' Books.....	39,392 48
Travelling Expenses.....	199,289 48
Freight, Express and Cartage.....	15,632 44
Equipment.....	83,014 16
Telegrams, Telephones and Postage.....	213,875 22
Lands and Buildings.....	73,558 71
Rents.....	253,101 11
Advertising and Publicity.....	15,580 00
Miscellaneous, Current Expenses.....	28,088 09

\$6,184,964 15

## APPENDIX IV

**PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS DURING  
THE YEAR MARCH 30, 1945 TO MARCH 28, 1946**

Months	Regular Placements		Casual Placements		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
<b>1945</b>							
March 30 to May 3.....	105,598	51,399	1,715	3,281	107,313	54,680	161,993
May 4 to May 31.....	80,249	34,273	1,220	2,741	81,469	37,014	118,483
June 1 to June 28.....	91,326	26,168	1,354	2,687	92,680	28,855	121,535
June 29 to Aug. 2.....	108,267	24,898	1,492	2,853	109,759	27,751	137,510
Aug. 3 to Aug. 30.....	87,863	18,404	1,217	2,080	89,080	20,484	109,564
Aug. 31 to Sept. 27.....	100,461	21,939	1,249	2,184	101,710	24,123	125,833
Sept. 28 to Nov. 1.....	118,082	23,852	1,911	3,352	119,993	27,204	147,197
Nov. 2 to Nov. 29.....	90,513	18,642	1,612	2,623	92,125	21,265	113,390
Nov. 30 to Dec. 27.....	54,411	12,319	1,301	2,516	55,712	14,835	70,547
<b>1946</b>							
Dec. 28 to Jan. 31.....	44,885	14,764	1,620	4,105	46,505	18,869	65,374
Feb. 1 to Feb. 28.....	33,595	12,253	1,599	3,058	35,194	15,311	50,505
Mar. 1 to Mar. 28.....	38,684	13,390	1,651	3,353	40,335	16,743	57,078
Totals, 1945-46.....	953,934	272,301	17,941	34,833	971,875	307,134	1,279,009

\*Placements are termed "Casual" when the duration of the employment offered is seven days or less.

## APPENDIX V

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY  
NATIONAL EMPLOYMENT AND SELECTIVE SERVICE OFFICES IN THE  
VARIOUS PROVINCES DURING THE YEAR MARCH 30, 1945 TO  
MARCH 28, 1946

Provinces	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
Prince Edward Island.....	2,833	2,046	204	17	3,037	2,063	5,100
Nova Scotia.....	34,779	10,492	822	781	35,601	11,273	46,874
New Brunswick.....	29,113	8,288	141	773	29,254	9,061	38,315
Quebec.....	242,217	54,009	838	1,251	243,055	55,260	298,315
Ontario.....	403,026	118,599	3,272	10,161	406,298	128,760	535,058
Manitoba.....	38,245	18,787	4,981	7,368	43,226	26,155	69,381
Saskatchewan.....	24,372	10,336	1,699	2,552	26,071	12,888	38,959
Alberta.....	49,802	16,957	2,372	4,435	52,174	21,392	73,566
British Columbia.....	129,547	32,787	3,612	7,495	133,159	40,282	173,441
Totals for Canada.....	953,934	272,301	17,941	34,833	971,875	307,134	1,279,009
Comparable Totals— Year 1944-45.....	1,079,313	604,333	13,964	30,474	1,093,277	634,807	1,728,084

\*Placements are termed "casual" when the duration of the employment offered is seven days or less.

## APPENDIX VI

APPLICATIONS FOR EMPLOYMENT AS REGISTERED BY NATIONAL EMPLOY-  
MENT AND SELECTIVE SERVICE OFFICES DURING THE YEAR  
MARCH 30, 1945 TO MARCH 28, 1946

Provinces	Men	Women	Totals
Prince Edward Island.....	7,139	3,023	10,162
Nova Scotia.....	66,196	18,531	84,727
New Brunswick.....	55,333	16,143	71,476
Quebec.....	569,425	160,430	729,855
Ontario.....	686,748	209,576	896,324
Manitoba.....	92,181	42,315	134,496
Saskatchewan.....	61,983	25,289	87,272
Alberta.....	85,274	34,538	119,812
British Columbia.....	228,349	79,800	308,149
Totals for Canada.....	1,852,628	589,645	2,442,273
Comparable Totals, Year 1944-45.....	1,590,593	892,772	2,483,365



## APPENDIX VII

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY  
NATIONAL EMPLOYMENT AND SELECTIVE SERVICE OFFICES DURING  
THE YEAR MARCH 30, 1945 TO MARCH 28, 1946

Provinces	Men	Women	Totals
Prince Edward Island.....	4,314	2,590	6,904
Nova Scotia.....	53,368	19,430	72,798
New Brunswick.....	52,475	15,063	67,538
Quebec.....	471,217	138,389	609,606
Ontario.....	643,339	267,538	910,877
Manitoba.....	64,018	39,792	103,810
Saskatchewan.....	39,389	20,030	59,419
Alberta.....	77,088	33,068	110,156
British Columbia.....	194,399	67,003	261,402
Totals for Canada.....	1,599,607	602,903	2,202,510
Comparable Totals, Year 1944-1945.....	1,767,241	935,993	2,703,234

## APPENDIX VIII

EMPLOYMENT OPERATIONS OF NATIONAL EMPLOYMENT SERVICE OFFICES  
MARCH 30, 1945 TO MARCH 28, 1946

Province	Applications Registered	Vacancies Notified	Placements Effectuated
Prince Edward Island.....	Male 7,139 Female 3,023 Total 10,162	4,314 2,590 6,904	3,037 2,063 5,100
Nova Scotia.....	Male 66,196 Female 18,531 Total 84,727	53,368 19,430 72,798	35,601 11,273 46,874
New Brunswick.....	Male 55,333 Female 16,143 Total 71,476	52,475 15,063 67,538	29,254 9,061 38,315
Quebec.....	Male 569,425 Female 160,430 Total 729,855	471,217 138,389 609,606	243,055 55,260 298,315
Ontario.....	Male 686,748 Female 209,576 Total 896,324	643,339 267,538 910,877	406,298 128,760 535,058
Manitoba.....	Male 92,181 Female 42,315 Total 134,496	64,018 39,792 103,810	43,226 26,155 69,381
Saskatchewan.....	Male 61,983 Female 25,289 Total 87,272	39,389 20,030 59,419	26,071 12,888 38,959
Alberta.....	Male 85,274 Female 34,538 Total 119,812	77,088 33,068 110,156	52,174 21,392 73,566
British Columbia.....	Male 228,349 Female 79,800 Total 308,149	194,399 67,003 261,402	133,159 40,282 173,441
CANADA.....	Male 1,852,628 Female 589,645 Total 2,442,273	1,599,607 602,903 2,202,510	971,875 307,134 1,279,009

## APPENDIX IX

NUMBER OF PERSONS WORKING IN INSURABLE EMPLOYMENT AT APRIL 1, 1945  
CLASSIFIED BY INDUSTRY AND PROVINCE (Based on a 10 per cent Sample Count)

INDUSTRY Employer's product or activity	Canada	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
Agriculture <sup>1</sup> .....	1,540		30	30	150	550	180	110	390	110
Fishing, Hunting and Trapping <sup>2</sup> .....	50				10	10		10		20
Forestry and Logging <sup>2</sup> .....	920			10	350	100	20		20	420
Mining—										
Coal.....	26,230		14,180	910	30	40		480	7,800	2,790
Oil, Gas Wells and Quarrying.....	4,650		220	170	1,110	740	90	90	2,090	140
Other Mining.....	37,360		240	30	10,730	20,320	750	140	400	4,750
Manufacturing—										
Animal Foods.....	48,910	490	2,520	2,050	8,430	16,560	5,500	3,760	5,520	4,080
Leather and Fur Products.....	38,620	20	320	460	20,990	14,040	1,770	80	200	740
Vegetable Foods.....	59,320	260	1,810	2,240	13,150	30,320	3,620	1,270	2,250	4,400
Other Vegetable Products.....	50,510	20	450	500	21,510	24,880	900	380	570	1,300
Pulp, Paper Products and Printing.....	93,480	50	1,870	3,740	33,590	40,530	3,370	950	1,200	8,180
Sawmills and Planning Mills.....	39,490		1,430	2,310	9,640	6,880	610	390	1,270	16,960
Other Wood Products.....	31,030	50	1,050	770	9,890	14,770	870	280	740	2,610
Textile Products.....	153,440	20	2,350	2,000	85,730	55,510	4,750	80	900	2,100
Iron and its Products.....	423,700	240	18,810	7,570	131,940	206,630	15,180	3,550	5,550	34,230
Non-Ferrous and Metal Pro- ducts.....	87,870	10	160	460	25,310	55,290	2,400	50	190	4,000
Non-Metallic Mineral Pro- ducts.....	31,450		740	330	9,900	14,870	1,030	660	2,210	1,710
Chemical Products.....	54,510	60	350	370	29,360	19,110	2,460	110	500	2,190
Miscellaneous Products.....	30,760		220	320	7,080	20,410	880	140	300	1,410
Electricity, Gas and Water Supply.....	20,310	70	840	480	5,190	10,480	990	210	1,100	950
Construction—										
Buildings and Structures.....	65,450	230	3,890	1,980	22,110	23,040	2,910	1,470	2,290	7,530
Highway.....	2,220	20	120	30	460	860	30	10	350	340
All Other.....	1,860	50	120	20	260	530	30	10	150	690
Transportation and Communi- cation—										
Air.....	3,570	20	10	30	420	140	2,320	10	500	120
Railway (including express).....	107,780	150	4,370	10,230	23,670	28,970	23,780	4,570	6,160	5,880
Water <sup>2</sup> .....	5,600	20	860	310	2,350	1,000	60	10	60	930
All Other.....	83,420	210	2,770	2,590	21,940	30,200	6,250	3,460	4,170	11,830
Trade.....	332,830	1,530	13,320	12,400	80,680	128,100	27,860	15,980	20,100	32,860
Finance and Insurance.....	65,350	160	1,560	1,400	18,010	28,420	4,750	2,390	2,440	6,220
Services—										
Business.....	11,040	10	100	90	3,580	4,570	810	230	470	1,180
Hotel and Restaurant.....	79,930	290	2,630	2,390	20,650	27,950	4,560	4,150	6,340	10,970
Professional and Public.....	125,380	520	8,340	3,170	19,890	70,060	6,520	3,120	4,360	9,400
Recreational.....	14,990	40	350	460	3,620	6,150	1,050	640	740	1,940
All other.....	34,710	180	1,130	960	9,640	12,860	2,600	1,090	2,050	4,200
Unspecified.....	30,560	30	1,390	1,230	15,450	5,810	610	1,250	2,210	2,580
Totals.....	2,198,840	4,750	88,550	62,030	666,820	920,700	129,510	51,130	85,590	189,760
Total number of Unemployment Books issued during the year 1945-46 <sup>3</sup> .....	3,225,201	10,394	138,177	98,348	961,644	1,309,731	180,188	89,390	140,329	290,087

<sup>1</sup> This statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewal of April 1945.

<sup>2</sup> For the purpose of classifying insured persons by industry, the census classification is used. The Unemployment Insurance Act, excepts from unemployment insurance persons engaged in certain employment, e.g. "employment in agriculture, horticulture and forestry", "employment in fishing", etc. However, it is possible that persons who under the census classification are in exempted employment may be insurable because the work, in which they are engaged, is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time, the employing firm or person may be placed in agriculture according to the census classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally exempted.

<sup>3</sup> The workers classified (2,198,840) are those actually working in insurable employment at April 1, 1945. The larger figure (3,225,201) includes all those who were employed in insurable employment at any time during the period April 1, 1945-March 31, 1946.

## APPENDIX X

## UNEMPLOYMENT INSURANCE COMMISSION

## STATEMENT OF REVENUE AND EXPENDITURE OF THE UNEMPLOYMENT INSURANCE FUND FOR TWELVE MONTH PERIOD ENDED MARCH 31, 1946

## REVENUE

Contributions—employers and employees	
Stamps.....	\$35,060,611 22
Bulk payments.....	15,182,905 47
Meter impressions.....	10,816,365 63
Veterans' Rehabilitation Act.....	1,602,244 04
Penalties and costs.....	2,303 66
Miscellaneous.....	287 56
	<u>62,664,717 58</u>
Less refunds.....	95,824 26
Net Contributions.....	\$62,568,893 32
Contributions—Dominion Government (20% of net contribution)....	12,513,778 66
Interest on investment securities—	
Net interest earned after provision for amortization of premium and accumulation of discount.....	5,942,050 58
Profit on sale of investment securities.....	174,718 26
	<u>\$81,199,440 82</u>

## EXPENDITURE

Benefit payments—	
Civilians.....	\$31,053,819 87
Veterans' Rehabilitation Act (1945).....	939,420 47
	<u>\$31,993,240 34</u>
Net revenue credited to Unemployment Insurance Fund.....	49,206,200 48
	<u>\$81,199,440 82</u>

## APPENDIX XI

## STATEMENT OF EMPLOYER AND EMPLOYEE CONTRIBUTIONS AND PROPORTION OF TOTAL INSURED EMPLOYEES ESTIMATED BY CLASSES FOR THE FISCAL YEAR ENDED MARCH 31, 1946

Class	Weekly Earnings	Employer	Employee	Combined Total	Per cent of combined total	Per cent of employees by contribution class
		\$ cts.	\$ cts.	\$ cts.		
0.....	Less than 90c. a day.....	371,721 80		371,721 80	0.6	1.3
1.....	\$5.40 — 7.49....	85,781 95	33,974 91	119,756 86	0.2	0.3
2.....	7.50 — 9.59....	171,563 91	101,924 73	273,488 64	0.4	0.7
3.....	9.60 — 11.99....	457,503 75	339,749 09	797,252 84	1.3	1.8
4.....	12.00 — 14.99....	1,200,947 34	1,053,222 18	2,254,169 52	3.6	4.5
5.....	15.00 — 19.99....	3,374,090 14	2,989,792 00	6,363,882 14	10.2	11.7
6.....	20.00 — 25.99....	4,918,165 29	5,469,960 36	10,388,125 65	16.6	17.1
7.....	26.00 or more.....	18,014,210 07	23,986,285 80	42,000,495 87	67.1	62.6
		28,593,984 25	33,974,909 07	62,568,893 32	100.0	100.0
		45.7%	54.3%	100.0%		



## UNEMPLOYMENT INSURANCE COMMISSION

## APPENDIX XII

## UNEMPLOYMENT INSURANCE COMMISSION

STATEMENT OF ASSETS AND LIABILITIES OF THE UNEMPLOYMENT INSURANCE FUND AS AT  
MARCH 31, 1946

## ASSETS

Cash on hand—		
Deposit with Receiver General of Canada.....	\$ 7,023,427 67	
Deposit with chartered banks for benefit warrant settle- ments.....	360,500 00	
Advances to local offices for payment of benefits by cash.....	1,204,000 00	
	<hr/>	
	8,587,927 67	
Less outstanding warrants (Unemployment Insurance Benefits and D.V.A. out-of-work allowances).....	752,445 98	
	<hr/>	
Net cash on hand for Unemployment Insurance purposes.....		7,835,481 69
Investment Securities—		
Dominion of Canada Bonds at cost (par value \$296,- 936,000).....	309,448,699 75	
Deduct Amortization of premium less accumulations of discount.....	3,648,165 35	
	<hr/>	
	305,800,534 40	
Plus accrued interest to March 31, 1946.....	3,605,029 79	
	<hr/>	
Net book value of investment securities.....		309,405,564 19
		<hr/>
		317,241,045 88

## LIABILITIES

Refundable contributions to unlocated persons.....	385 54
--	--------

## CAPITAL

Unemployment Insurance Fund—	
Balance at credit March 31, 1945.....	268,034,459 86
Add net revenue for 12 month period ending March 31, 1946, as per statement.....	49,206,200 48
	<hr/>
Balance at credit March 31, 1946.....	317,240,660 34
	<hr/>
	317,241,045 88

## APPENDIX XIII

AUDITS AND INVESTIGATIONS COMPLETED BY UNEMPLOYMENT INSURANCE  
AUDITORS DURING THE FISCAL YEAR ENDED MARCH 31, 1946

Region	Number of Regis- tered Em- ployers	Number of Com- plete Em- ployer Audits	Insurable Employees Covered	Amount of overdue Contribu- tions Estab- lished	Amount of overdue Contribu- tions Collected	Number of Special Investi- gations	Number of Audits made for other Govt. Depts.	Number of Auditors and Assistant Auditors
				\$ cts.	\$ cts.			
Maritime....	14,359	7,544	58,557	42,534 37	42,845 93	1,181	12,837	34
Quebec.....	55,682	31,690	258,099	345,925 94	345,843 22	4,271	30,208	113
Ontario.....	68,489	36,981	457,982	293,745 82	302,399 11	9,016	64,790	137
Prairie.....	39,721	16,376	105,152	194,594 28	196,395 42	5,546	31,584	68
Pacific.....	20,263	11,466	137,332	78,480 95	82,108 51	3,565	19,871	43
Total.....	*198,514	104,057	1,017,122	955,281 36	969,592 19	23,579	159,290	395

\*This figure includes 25,498 employers who ceased business during the fiscal year, and an estimated 12,489 employers who reported "no insurable employees" as at March 31, 1946.

## APPENDIX XIV

INITIAL AND RENEWAL CLAIMS FILED AT THE LOCAL OFFICES CLAIMS  
RECEIVED BY INSURANCE OFFICES FOR ADJUDICATION, AND  
AMOUNT OF BENEFIT PAID DURING THE FISCAL YEAR  
1945-1946

Insurance Offices	Claims filed at Local Offices	Claims received at Insurance Offices	Claims		Amount of Benefit Paid
			Allowed	Disallowed	
					\$
Prince Edward Island.....	1,698	1,709	1,227	293	108,756
Nova Scotia.....	20,029	19,783	15,750	2,706	1,465,266
New Brunswick.....	9,095	8,840	6,178	1,771	393,465
Quebec.....	158,238	154,625	118,726	31,293	13,372,726
Ontario.....	138,929	136,085	107,396	25,160	9,556,737
Manitoba.....	24,244	23,872	18,767	3,916	1,639,260
Saskatchewan.....	9,507	9,406	7,678	1,596	621,760
Alberta.....	16,577	16,810	14,083	2,239	1,059,686
British Columbia.....	51,103	50,371	41,634	7,307	3,790,348
Total.....	429,420	*421,501	331,439	76,281	\$ 32,008,004

\*This table includes 4,064 claims pending in Insurance Offices from March 31, 1945. There were 13,781 claims pending on March 31, 1946. The amount of benefit paid includes March supplementary.

APPENDIX XV  
REPORT OF ACTIVE CLAIMANTS BY OCCUPATIONS AND SEXES FOR LAST SIX WORKING DAYS  
ENDING MARCH 31, 1946

Occupational Groups	Prince Edward Island		Nova Scotia		New Brunswick		Quebec		Ontario		Manitoba		Saskatchewan		Alberta		British Columbia		Totals	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Professional and Managerial.....	2	1	63	9	39	10	798	196	987	136	176	42	131	14	81	29	435	79	2,712	516
Clerical Workers.....	24	24	215	270	147	135	2,691	2,214	2,024	2,372	416	789	127	250	214	311	744	757	6,602	7,122
Sales Workers.....	24	10	108	211	72	69	1,389	1,248	1,188	1,529	204	418	114	214	144	210	496	552	3,739	4,471
Service Workers.....	26	18	218	119	158	51	2,369	1,249	2,165	935	463	163	183	88	448	114	1,028	435	7,058	3,172
Agricultural and Fish Workers.....	19		89		28	2	233	1	404	7	176		40	4	68		155	326	1,212	340
Food Workers.....	8		13		8		437		257		57		32		25		32		869	1,582
Textile Workers.....	1	4	24	80	1	34	351	1,209	124	532	16	49	3	20	4	10	11	51	535	1,989
Loggers.....					8		39		29		7						48		144	
Sawmill and Woodworking.....	1		23		19		246		223		24		6		18		211		771	
Printers, Paper.....			7		7		102		82		100		3		8		14		317	
Shoe and leather.....	2		9		13		292		64		18		5		14		17		434	
Stone, Clay, Glass.....					5		60		29		2		2		1		3		102	
Electrical Workers.....	6		141		50		1,007		470		28		28		29		372		2,131	
Coal Miners.....			77		5				2		23		34		39		5		163	
Miners (Ex. Coal).....			3				38		62				1		5		47		179	
Construction (Except Carpenters).....	25		310		120		2,122		1,005		232		66		106		541		4,527	
Carpenters.....	78		751		288		1,163		329		329		135		199		648		6,272	
Machinists.....	25		320		75		3,112		2,633		147		72		103		709		7,196	
Sheet Metal Workers.....			15		15		825		8		58		12		25		170		862	
Foundry Smelters.....	15		417		84		2,027		2,067		212		8		55		1,255		37	
Miscellaneous Skilled.....	145		50		283		1,935		2,067		518		65		609		6,800		1,321	
Automobile and Mechanics.....	5		94		296		5,186		4,422		877		481		609		2,019		667	
Miscellaneous Unskilled.....					46		903		683		227		135		173		314		2,580	
Heavy Labour.....	163		1,496		887		11,577		4,175		1,244		582		506		2,523		23,153	
Light Labour.....	98		756		503		93		10,484		1,422		590		1,048		2,280		908	
Total—Males.....	665		6,186		2,871		49,072		36,429		6,459		2,817		3,930		14,077		122,506	
Total—Females.....	107		933		420		11,568		11,476		2,236		806		936		3,832		32,314	
GRAND TOTAL.....	772		7,119		3,291		60,640		47,905		8,695		3,623		4,866		17,909		*154,820	

\* This figure includes approximately 5,266 Ex-service Personnel who are ordinary claimants.

Short-time and casual claimants are not included in this figure.

\* There are—1,978 short-time claimants 102 of whom are Ex-service Personnel.

194 casual claimants 13 of whom are Ex-service Personnel.



SUMMARY BY PROVINCES OF ACTIVE CLAIMANTS BY AGES AND SEXES FOR LAST SIX WORKING DAYS  
ENDING MARCH 31, 1946

Age Groups	Prince Edward Island		Nova Scotia		New Brunswick		Quebec		Ontario		Manitoba		Saskatchewan		Alberta		British Columbia		TOTALS			Per Cent of Grand Total
	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Male	Fe- male	Males	Fe- males	Total	
19 and less.....	60	13	748	174	381	61	4,310	1,174	2,510	1,031	469	201	241	84	220	70	404	308	9,343	3,116	12,459	8.04
20 — 29.....	138	53	1,360	453	642	219	13,499	5,855	5,711	5,026	1,007	1,157	416	400	497	420	1,316	1,351	24,586	14,934	39,520	25.52
30 — 44.....	173	28	1,823	220	780	103	15,050	3,279	9,893	3,615	1,547	662	628	216	934	312	3,604	1,480	34,432	9,915	44,347	28.64
45 — 54.....	135	8	971	60	393	27	7,358	966	7,159	1,227	1,049	153	524	66	694	96	2,573	478	20,856	3,081	23,937	15.46
55 — 59.....	57	4	473	16	181	2	3,510	185	3,508	345	637	30	311	29	431	17	1,775	133	10,833	761	11,644	7.52
60 up.....	102	1	811	10	494	8	5,345	109	7,646	232	1,752	33	697	11	1,154	21	4,405	82	22,406	507	22,913	14.82
Total Males.....	665		6,186		2,871		49,072		36,427		6,461		2,817		3,930		14,077			122,506		
Total Females.....	107		933		420		11,568		11,476		2,236		806		936		3,832			32,314		
GRAND TOTAL.....	772		7,119		3,291		60,640		47,903		8,697		3,623		4,866		17,909			154,820		100.00

APPENDIX XVI  
AMOUNT OF BENEFIT PAID OUT AND NUMBER OF BENEFICIARIES BY PROVINCES  
PERIOD APRIL 1, 1945-MARCH 31, 1946

1. Amount Paid Out 2. Number of Beneficiaries Month	Nova Scotia	New Brunswick	Prince Edward Island	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Total for Month
April.....1. 2.	\$ 21,946 1,175	\$ 8,809 391	\$ 2,795 131	\$ 304,963 11,568	\$ 56,166 2,279	\$ 61,116 2,348	\$ 22,114 900	\$ 46,424 1,966	\$ 66,932 2,237	\$ 591,265 22,995
May.....1. 2.	32,588 1,086	12,528 345	3,503 125	330,776 10,370	66,647 2,162	77,342 2,348	21,627 632	47,955 1,895	79,903 2,311	672,869 21,294
June.....1. 2.	37,706 1,094	10,955 369	2,244 76	260,874 8,214	76,363 2,246	68,144 2,056	17,524 495	43,257 721	62,259 1,650	579,326 16,921
July.....1. 2.	54,182 1,358	10,216 299	2,430 77	272,826 8,334	107,573 3,202	65,095 2,071	16,230 582	32,111 1,030	41,340 1,304	602,003 18,257
August.....1. 2.	70,814 1,793	10,684 299	3,475 105	302,084 9,105	146,173 3,740	58,877 1,732	20,974 656	35,754 1,097	36,736 994	685,571 19,521
September.....1. 2.	78,453 1,861	10,406 282	4,656 125	390,283 11,166	215,779 6,351	63,408 2,091	21,159 651	38,211 1,083	6,279 2,342	882,634 25,952
October.....1. 2.	88,418 2,203	11,410 318	5,234 130	738,848 18,496	544,699 13,824	76,192 2,272	21,150 669	40,983 1,120	182,220 4,743	1,709,164 43,775
November.....1. 2.	106,603 2,586	18,283 498	7,064 179	1,096,284 26,453	837,145 20,015	95,053 2,708	28,803 902	56,817 1,523	263,558 6,329	2,509,610 61,183
December.....1. 2.	139,946 3,290	28,147 776	9,115 233	1,451,203 31,480	1,154,195 27,035	134,007 3,766	48,450 1,449	93,909 2,413	391,881 9,414	3,450,853 79,856
January.....1. 2.	167,187 3,874	43,379 1,209	12,526 345	1,908,475 38,492	1,411,755 34,298	179,502 5,132	75,363 2,267	123,853 3,225	571,212 13,876	4,493,252 102,718
February.....1. 2.	238,301 5,273	71,750 1,809	17,457 427	2,426,430 48,584	1,803,468 48,988	270,102 7,327	115,032 3,175	185,095 4,729	775,244 18,910	5,902,879 139,222
March.....1. 2.	429,122 6,555	156,898 2,360	38,257 571	3,880,680 55,272	3,136,774 8,762	490,422 8,766	213,334 3,681	315,307 5,422	1,258,784 20,791	9,998,578 156,180
Total.....1. 2.	1,465,266 32,148	393,465 8,955	108,756 2,524	13,372,726 277,534	9,556,737 216,902	1,639,280 42,617	621,760 16,079	1,059,686 26,224	3,790,348 84,901	32,008,004 707,884

NOTE.—These figures are subject to some slight reduction due to refunds. March supplementary is included.

REASONS FOR DISALLOWANCE OF CLAIMS BY THE INSURANCE OFFICERS  
APRIL 1, 1945 TO MARCH 31, 1946

## ANNUAL REPORT

37

Reasons S. 28 (i) and S. 40 (1) (b)	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Totals
Insufficient Contributions.....	208	1,608	1,132	16,000 17	10,907 7	2,022	933 1	1,405	4,473	38,688 25
Not in insurable employment..... S. 28 (ii)										
Application not made in prescribed manner..... S. 28 (ii) and S. 33	1	2	4	367	1,296	23	17	2	29	1,741
Not Unemployed..... S. 28 (iii)	2	22	12	84	968	18	21	35	6	1,108
Not capable of work.....	2	23	18	324	212	36	38	15	57	725
Not available for work..... S. 28 (iv)	2	31	100	190	114	27	30	20	29	543
Non-attendance at course of instruction or training..... S. 43 (a)										
Loss of work due to Labour Dispute..... S. 43 (b) (i)		4	47	94	4,056	95			7	4,303
Refusal of offer of work..... S. 43 (b) (ii)	3	23	5	449	95	106	8	45	9	743
Neglect of opportunity to work..... S. 43 (b) (iii)	1	19	8	55	29	6		5	2	125
Failure to carry out written directions..... S. 43 (c)		1	1	12		5			2	21
Discharge due to misconduct.....	9	120	64	2,997	1,082	214	79	99	198	5,462
Voluntarily leaving without just cause..... S. 43 (d)	63	805	343	10,383	5,488	1,350	440	601	2,458	21,931
Under 16 years of age..... S. 43 (e)				5	4					9
Inmate of prison, etc.....					3					3
Resident outside of Canada..... S. 43 (f)					1					1
Class "O" Contributions.....	2	48	37	316	297 1	14	29	12	37	792 1
Other Reasons.....										
Total.....	293	2,706	1,771	31,293	25,160	3,916	1,596	2,239	7,307	76,281



## APPENDIX XVIII

## COURTS OF REFEREES FUNCTIONING

*Prince Edward Island—*  
Charlottetown

*Nova Scotia—*  
Amherst  
Halifax  
New Glasgow  
Sydney  
Sydney (Special)

*New Brunswick—*  
Bathurst  
Fredericton  
Minto (Special)  
Moncton  
Saint John

*Quebec—*  
Chicoutimi  
Drummondville  
Hull  
Montreal  
Quebec  
Rouyn  
St. Hyacinthe  
Sherbrooke  
Sorel  
Thetford Mines  
Three Rivers

*Ontario—*  
Belleville  
Brantford  
Cornwall  
Galt  
Guelph  
Hamilton

*Ontario—Concluded—*

Kingston  
Kirkland Lake  
Kitchener-Waterloo  
London  
North Bay  
Oshawa  
Ottawa  
Peterborough  
St. Catharines  
Stratford  
Sudbury  
Sault Ste Marie  
Timmins  
Toronto  
Windsor

*Manitoba—*

Winnipeg  
Fort William-Port Arthur

*Saskatchewan—*

Moose Jaw  
Regina  
Saskatoon  
Yorkton

*Alberta—*

Calgary  
Edmonton  
Lethbridge

*British Columbia—*

Nelson  
Prince Rupert  
Vancouver  
Victoria

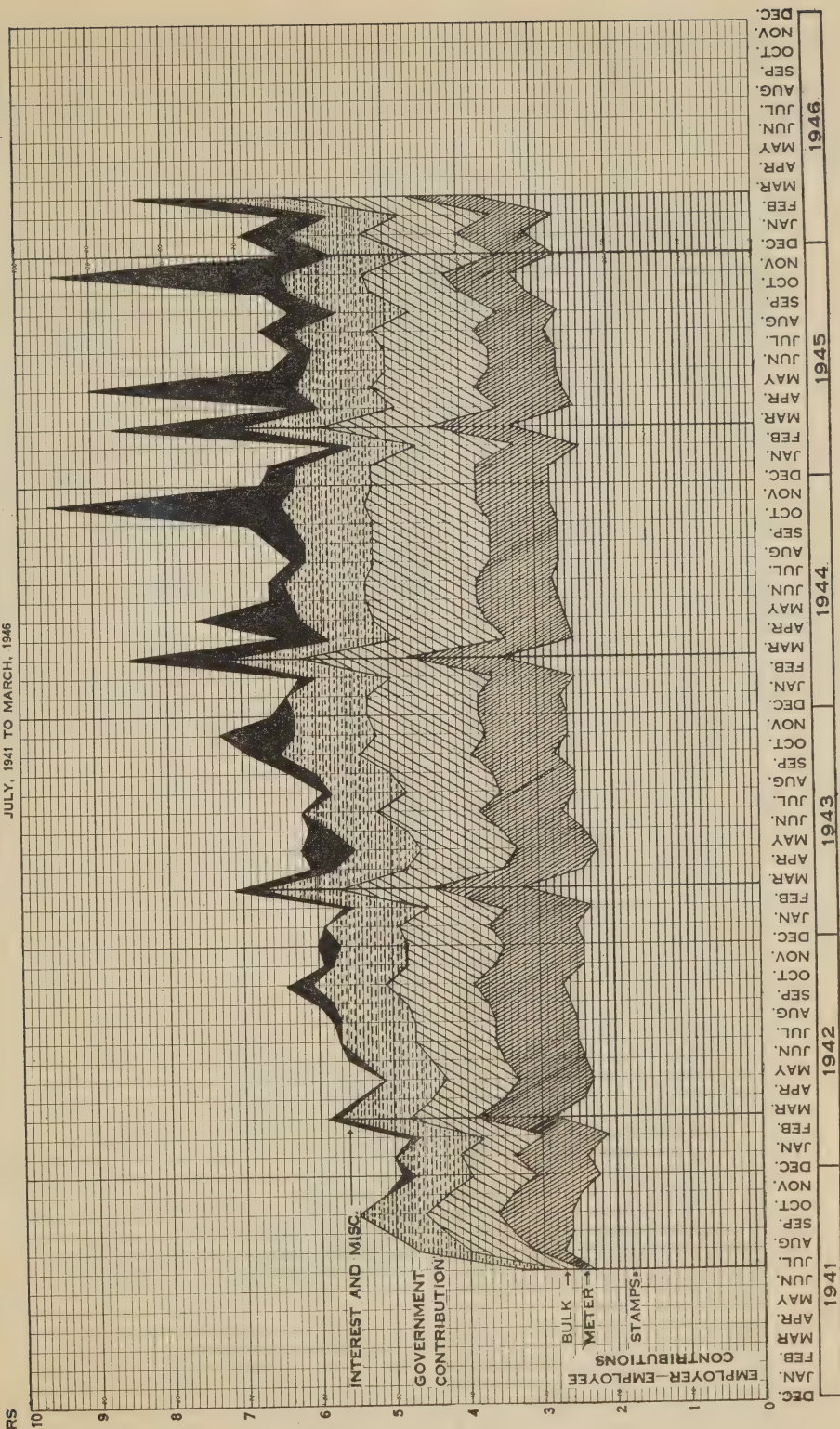
## APPENDIX XIX

## CLAIMS FOR REFERENCE OR APPEAL TO COURTS OF REFEREES AND UMPIRE DURING THE FISCAL YEAR, 1945-1946

Insurance Offices	Pending on April 1, 1945	Appeals by Claimants	References by Insurance Officers	Total	Pending on March 31, 1946	Withdrawn	Heard	Court's Decision		Umpire's Decision	
								Allowed	Disallowed	Allowed	Disallowed
Prince Edward Island.....	6	24	—	30	3	4	23	5	13	—	—
Nova Scotia.....	18	297	2	317	66	29	222	65	157	—	1
New Brunswick.....	22	173	—	195	27	22	146	29	117	1	1
Quebec.....	186	4,709	2	4,897	1,470	344	3,083	1,044	2,039	5	9
Ontario.....	93	3,754	66	3,913	546	1,394	1,973	618	1,355	1	4
Manitoba.....	19	717	—	736	51	36	649	190	459	2	2
Saskatchewan.....	4	189	37	230	10	16	204	27	177	3	—
Alberta.....	16	373	1	390	27	51	312	98	214	1	2
British Columbia.....	42	602	—	644	110	69	465	51	414	3	2
Total.....	406	10,838	108	11,352	2,310	1,965	7,077	2,127	4,950	16	21

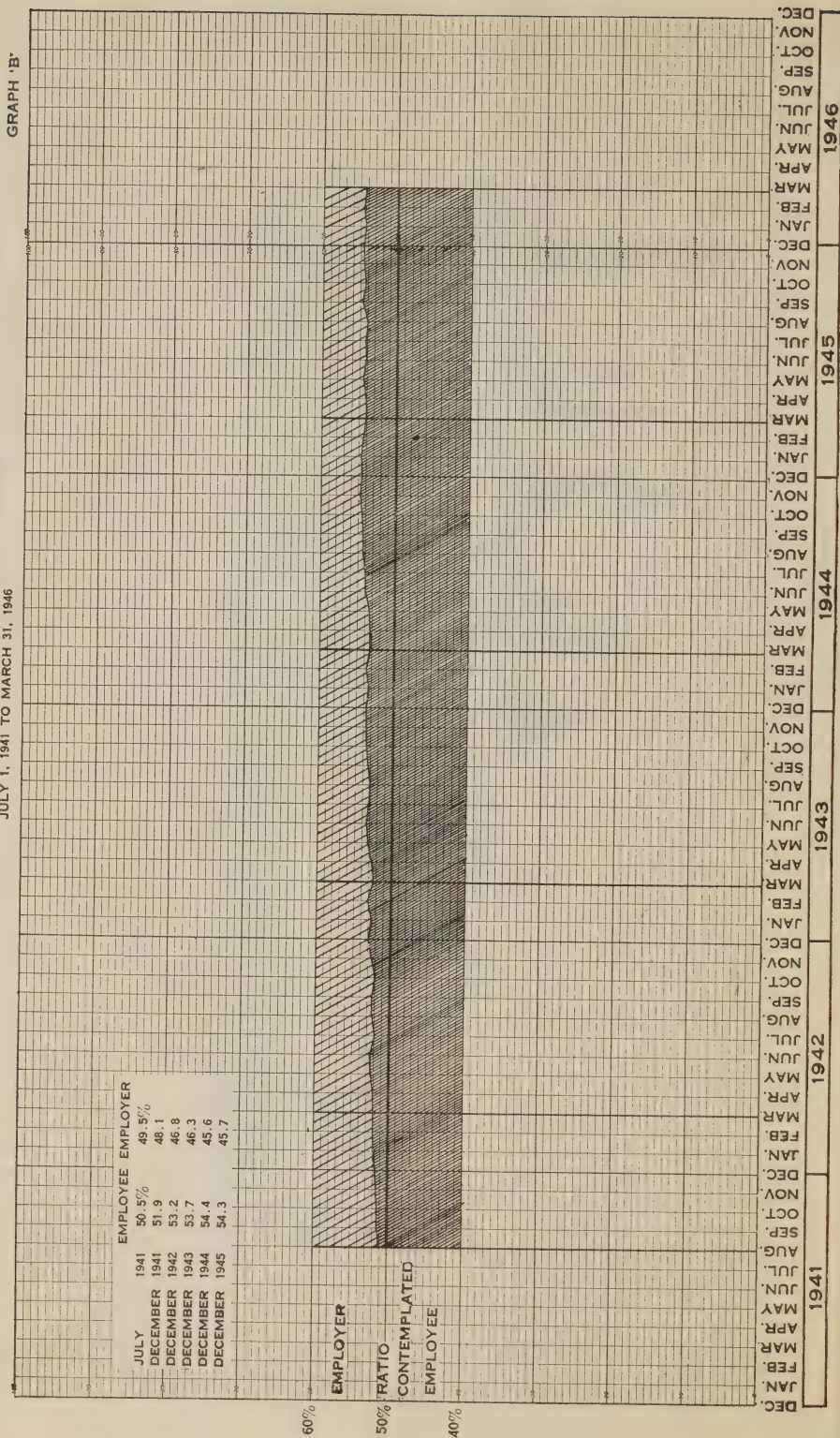
UNEMPLOYMENT INSURANCE FUND  
 GRAPH SHOWING TOTAL REVENUE TO THE FUND  
 BY MONTHS AND BY SOURCE IN DOLLARS  
 JULY, 1941 TO MARCH, 1946

GRAPH 'A'



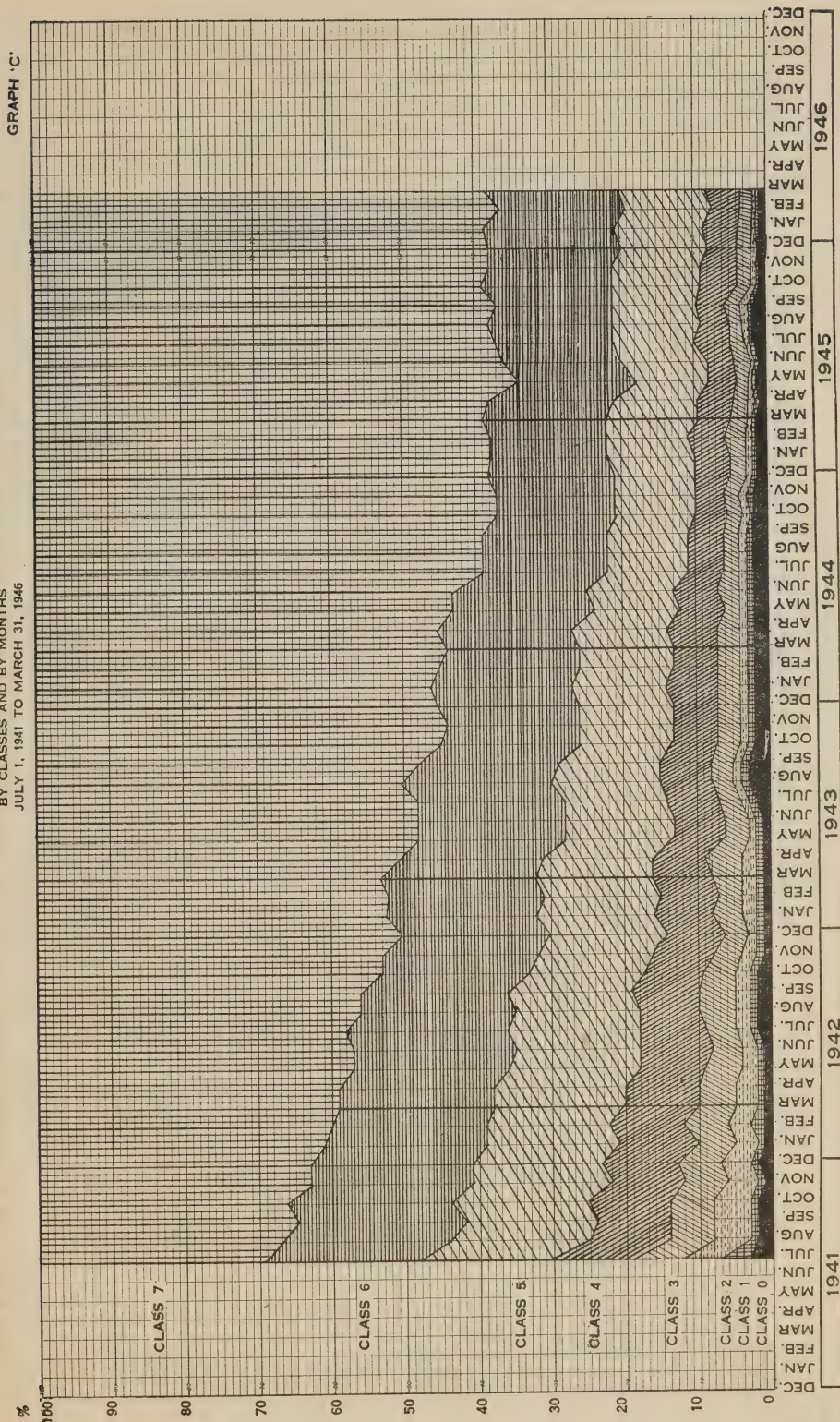


UNEMPLOYMENT INSURANCE FUND  
 GRAPH SHOWING ESTIMATED RATIO OF EMPLOYEE TO EMPLOYER SHARE  
 OF COMBINED EMPLOYEE-EMPLOYER CONTRIBUTIONS BY MONTHS  
 JULY 1, 1941 TO MARCH 31, 1946



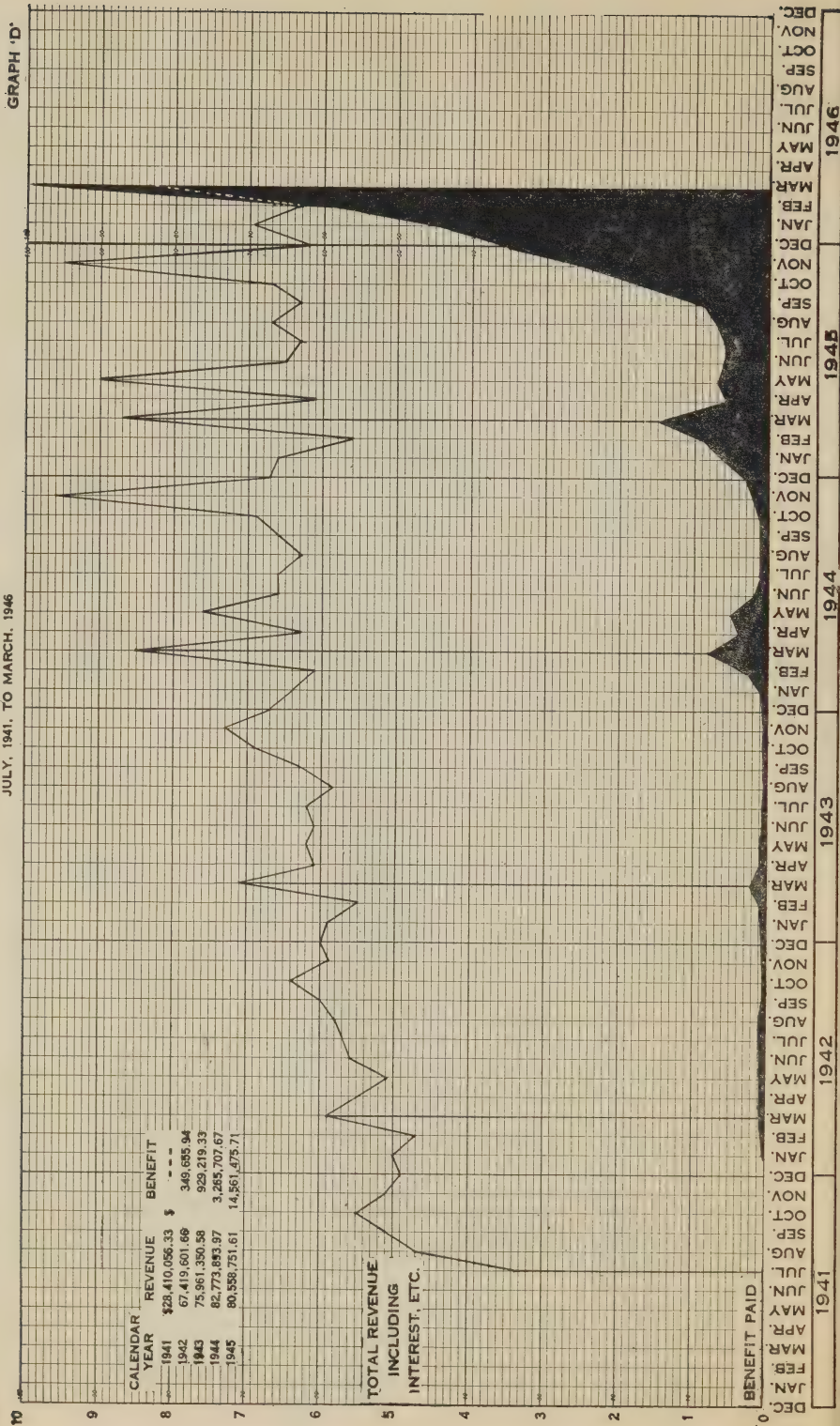


UNEMPLOYMENT INSURANCE FUND  
 GRAPH SHOWING ESTIMATED PERCENTAGE OF CONTRIBUTORS  
 BY CLASSES AND BY MONTHS  
 JULY 1, 1941 TO MARCH 31, 1946



MILLIONS  
OF  
DOLLARS

UNEMPLOYMENT INSURANCE FUND  
GRAPH SHOWING TOTAL REVENUE AND TOTAL BENEFIT  
PAID BY MONTHS IN DOLLARS  
JULY, 1941, TO MARCH, 1946

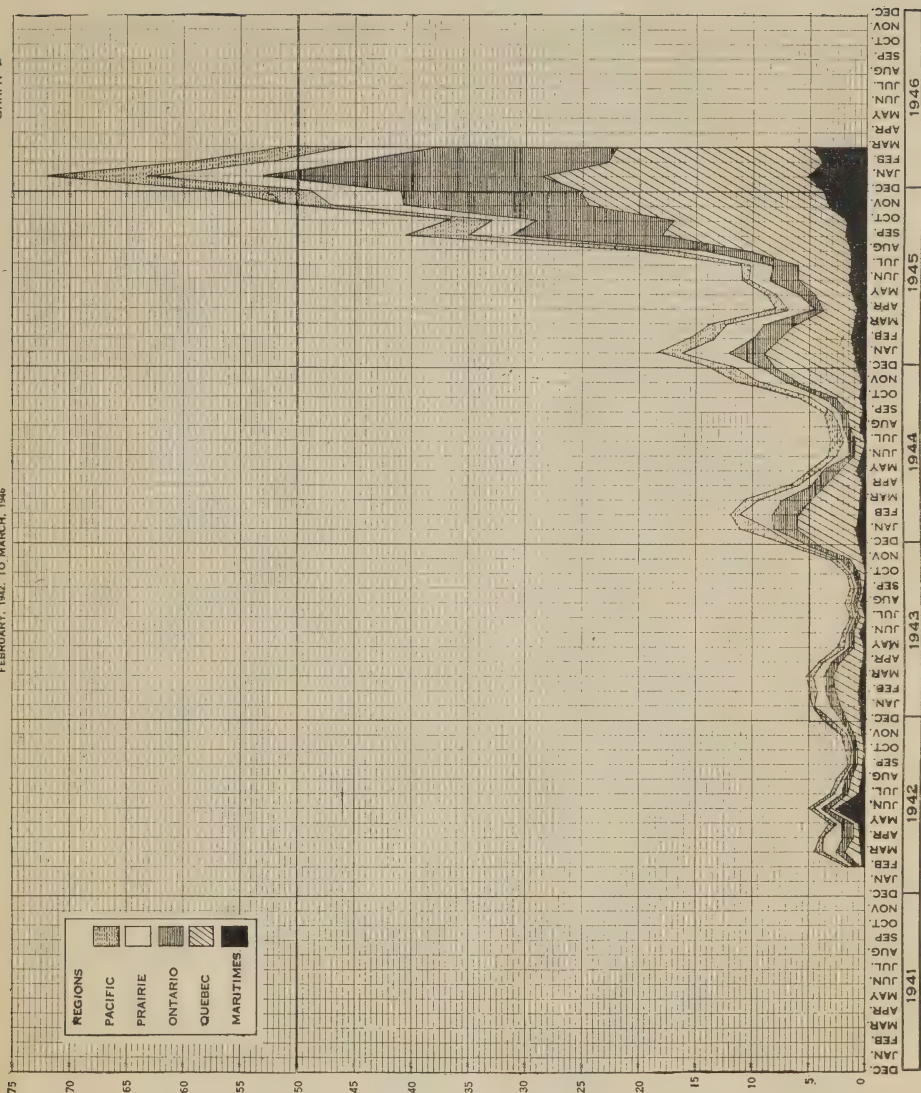




THOUSANDS  
OF  
CLAIMS

UNEMPLOYMENT INSURANCE FUND  
GRAPH SHOWING THE NUMBER OF CLAIMS RECEIVED AT LOCAL OFFICES  
BY REGION AND MONTHS  
FEBRUARY 1942 TO MARCH 1946

GRAPH 'E'













AI L 73  
A 56

1947  
CANADA

**SIXTH REPORT**  
OF THE  
**UNEMPLOYMENT INSURANCE COMMISSION**

FOR THE FISCAL YEAR ENDING MARCH 31, 1947

1946/47

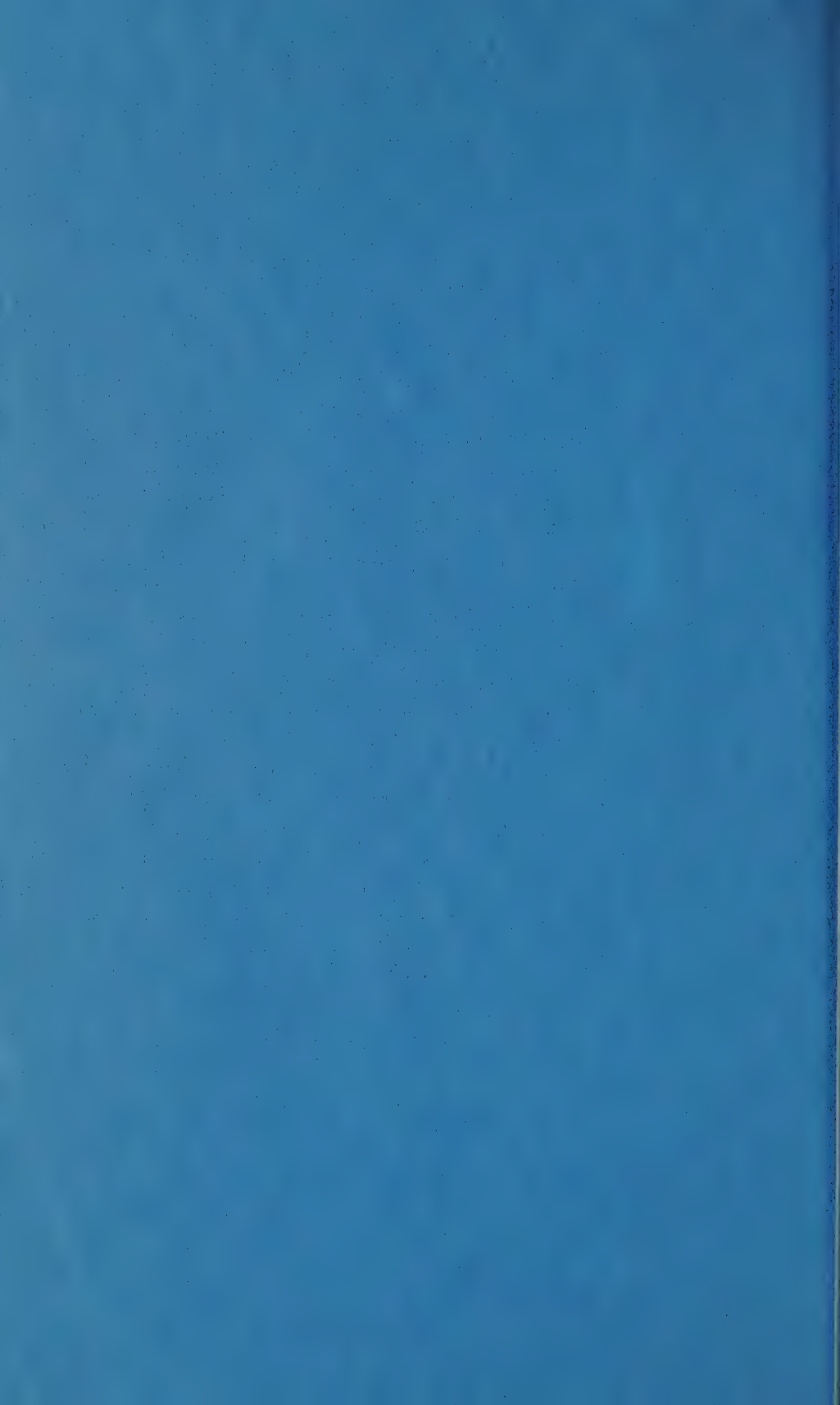


PRESENTED TO PARLIAMENT BY COMMAND

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1947

Price, 10 cents





CAL 272  
- A 56

1947  
CANADA

**SIXTH REPORT**  
OF THE  
**UNEMPLOYMENT INSURANCE COMMISSION**

---

**FOR THE FISCAL YEAR ENDING MARCH 31, 1947**

---



PRESENTED TO PARLIAMENT BY COMMAND

OTTAWA  
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,  
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY  
CONTROLLER OF STATIONERY  
1947



*To His Excellency Field-Marshal The Right Honourable Viscount Alexander of  
Tunis, K.G., G.C.B., G.C.M.G., C.S.I., D.S.O., M.C., LL.D., A.D.C.,  
Governor General and Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Unemployment Insurance Commission for the fiscal year ending March 31, 1947, all of which is respectfully submitted.

HUMPHREY MITCHELL.

*Minister of Labour.*

To the HON. HUMPHREY MITCHELL,  
MINISTER OF LABOUR.

SIR,—We have the honour to submit herewith for the information of Parliament the sixth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1946, to March 31, 1947, except where otherwise indicated.

The report is prepared in compliance with Section 94 of the Unemployment Insurance Act.

Respectfully submitted,

J. G. BISSON,  
*Chief Commissioner,*

R. J. TALLON,  
*Commissioner,*

C. A. L. MURCHISON,  
*Commissioner.*

June 28, 1947.





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# UNEMPLOYMENT INSURANCE COMMISSION

## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1947

Presented to Parliament pursuant to the provisions of the Unemployment Insurance Act, 1940, as amended

### PART I—INTRODUCTION

#### BRIEF HISTORY AND FUNCTIONS OF THE ACT

The Unemployment Insurance Act was passed by Parliament on August 7, 1940, following an amendment to the British North America Act giving the Federal Government the legal right to create a national scheme of unemployment insurance. The Act had a two-fold purpose, namely, the creation of a national employment service to assist employees and employers in the solution of their employment problems and the payment of unemployment insurance benefits to insured workers involuntarily unemployed.

One of the important functions of the Commission consists in supervising carefully the operation of the Unemployment Insurance Plan and in submitting, from time to time, amendments to the Minister of Labour for consideration by the Cabinet. In some respects, the Act has already been amended.

#### THE UNEMPLOYMENT INSURANCE FUND

Particular care is taken to keep the Unemployment Insurance Fund in a healthy condition at all times to meet emergencies and periods of instability in the labour market. It is estimated that close to three million men and women are insured by the Act. There are a number of excepted employments, but, generally speaking, industrial and commercial occupations are included. Employments in agriculture, domestic service, charitable institutions, as also permanent government and municipal employees are the more important lines of work not insured. Employees whose contractual rate of remuneration is on an hourly, a daily, a mileage, or a piece-work rate, etc., are insurable regardless of amount of earnings.

Employers' and employees' contributions to the Fund began at July 1, 1941. At the close of the 1946-47 fiscal year the net balance in the Fund was \$372,878,625.64. The Fund has already paid out \$82,539,484.99 in benefits to entitled persons temporarily unemployed. For further details see Appendix X.

#### ARMED SERVICES

The National Employment Service continues to play an important part in the Government's plans for the rehabilitation of discharged members of the armed services. Procedures have been developed so that the greatest possible services may be available to all discharged persons in finding suitable employment on their return to civilian life. Veterans' Units in all National Employment Service offices, whether at head office, regional office, or local office levels, work closely with the Department of Veterans Affairs, Canadian Vocational Training, Citizens' Rehabilitation Committees and other organizations in an effort to effect a satisfactory and permanent rehabilitation of all veterans.

In addition to the employment function, the Unemployment Insurance Commission administers the Reinstatement in Civil Employment Act, 1946.



Part IV of the Unemployment Insurance Act, relating to veterans, provides that after a veteran has completed fifteen weeks in insurable employment, he, or she, will be given credit of unemployment insurance contributions for all time spent in the armed services after June 30, 1941. The fifteen weeks in insurable work must be within a continuous period of twelve months. The time after June 30, 1941, in the Forces is then allowed without contribution by the employee, as though that time itself had actually been spent in insurable employment, and, taking into account all the time credit of the employee, he is then given exactly the same treatment under the Act as is any other contributor in like circumstances.

The Dominion Government pays to the Unemployment Insurance Fund the total contribution. In short, the benefit rights of the discharged persons are the same as for any other insured person notwithstanding the fact that contributions to the Fund have not been made by them while in active service.

## PART II—ADMINISTRATION

### THE COMMISSION

The Unemployment Insurance Act provides for the appointment of a Commission to create and administer a co-ordinated program of unemployment insurance and employment service. The Unemployment Insurance Commission so constituted consists of three Commissioners appointed by the Government—a Chief Commissioner, one Commissioner appointed after consultation with organizations representing the employees and the other appointed after consultation with organizations representing the employers.

The Chief Commissioner is J. G. Bisson, appointed for a term of ten years from September 30, 1946. R. J. Tallon, whose second five-year term of office began on September 23, 1945, is the Commissioner appointed after consultation with organizations representing employees. G. W. Ritchie was appointed Commissioner effective May 14, 1946, after consultation with organizations representing employers. Due to ill health, Mr. Ritchie obtained a six months' leave of absence from January 1, 1947, and C. A. L. Murchison was appointed to act as Commissioner during Mr. Ritchie's absence.

Mr. Murchison carried on his work as Chairman of National War Labour Board in addition to the duties of Commissioner of the Unemployment Insurance Commission.

Louis J. Trottier, of Montreal, preceded Mr. Bisson as Chief Commissioner. His appointment was made on April 1, 1942. Mr. Trottier continued as Chairman of the Commission until September 30, 1946, when he resigned to accept a position with the Provincial Bank of Canada. Ill health had previously forced the resignation of Allan M. Mitchell from the Commission, and he retired to private life.

### STAFF RELATIONS BRANCH

On March 31, 1946, the Commission's regular staff numbered 8,275, while casual clerks employed for emergency work brought the total to 9,896. On March 31, 1947, the Commission had 8,500 regular employees, distributed as follows:

Head Office.....	389
Pacific Region.....	935
Prairie Region.....	1,465
Ontario Region.....	2,416
Quebec Region.....	2,556
Maritime Region.....	739

Casual clerks composed the remainder of the staff, which totalled 8,994. While arrangements undertaken in January, 1947, provided for a considerable decrease in regular staff, most of these separations were to be effective at the closing hour on March 31, 1947; their full extent, therefore, not being apparent until after the end of the fiscal year.

In April, 1946, certain temporary positions of wartime or transitional nature were deleted from the establishment, and during the year new positions were added to meet the demands of the rehabilitation program, and to provide new services such as: placement of seamen and placement in the lumbering and logging industry.

Staff turnover for the fiscal year was 29·3 per cent.

Of regular employees on strength at the fiscal year-end, 33·8 per cent had been on active service overseas.

In accordance with Section 10 (1) of the Unemployment Insurance Act, the selection and appointment of staff have been carried out by the Civil Service Commission. This applies to casual staff also, wherever the services of the Civil Service Commission or its representatives are available.

In view of general staff control measures which were applied throughout the Civil Service, there was little action possible in obtaining permanency for temporary employees. Many staff members became qualified for permanency, however, by reason of their success in various competitions, and in Ottawa the Commission laid plans for proceeding with the recommendation of appointments to permanency on the expected discontinuance of controls.

## OPERATIONS BRANCH

### *General*

The Operations Branch is composed of three divisions—Inspection, Staff Training, and Planning and Methods. The function of the Branch is to provide means by which a high level of efficiency can be brought about and maintained in the field.

### *Inspection Division*

New inspection procedures were devised for local offices and after an intensive study in the regions, an Inspection Guide and new Inspection Schedules were approved for use by Travelling Supervisors and Supervising Inspectors. This has enabled more thorough inspections to be made and the efficiency of offices to be rated in a standardized manner. Supervising Inspectors were engaged in the preparation and revision of the Inspection Guide and Schedules, reviewing of inspection reports, training and supervision of Travelling Supervisors in the field, in special investigations and in assisting the Planning and Methods Division to inaugurate new systems and procedures. A survey of operational performance records was completed during the year which was used as the basis for effecting staff reductions and proposed regrading of offices. Regular routine work at head office included the maintenance of data on premises, local office operating statistics, investigations and submission of recommendations for use by the Staff and Establishment Committee and the examination of requests for the extension or curtailment of local office and itinerant services.

In May, 1946, a conference of Supervisors of Inspection and Training was held at head office. During the year under review, inspection conferences were held in Toronto and Montreal and plans formulated for similar conferences in Moncton, Winnipeg, Edmonton and Vancouver. In the field, Travelling Supervisors completed a total of 316 local office inspections covering all aspects of local office activities.



*Staff Training Division*

Considerable impetus was given to staff training in the fiscal year 1946-47, by the reorganization of the Staff Training Division. The head office position of Chief Supervisor of Staff Training was filled in September, 1946; two Supervisors of Staff Training were appointed in December, 1946, and, in the regions, Staff Training Supervisors were increased from 2 to 17.

A prospectus on staff training was prepared and issued; this brochure defines the immediate requirements, outlines plans for 1947, and indicates the long range plan to be followed.

The first Institute for Staff Training Supervisors was held in Ottawa in January, 1947. The Institute effectively created close liaison between regional and head office personnel and enabled them to appreciate fully problems of staff training at all levels.

Attention was focused on four methods of training:

- (1) Visual, using practical demonstrations, research and oral quiz.
- (2) Discussion Leader Conferences.
- (3) Individual instruction using check lists, practical demonstration and by observing others.
- (4) Correspondence courses.

*Planning and Methods Division*

Time and motion studies of field operations were completed by the Planning and Methods Division with the help of Travelling Supervisors. The results are being analysed and a plan of practical application of the findings formulated.

As a result of previous studies, approval was given by Treasury Board for the use of the Charga-Plate system of duplicating standard informational data in unemployment insurance books. Prior to the renewal of insurance books at March 31, 1947, fifteen embossing centres were established across the Dominion.

Complete reorganization of head office and regional storekeeping was undertaken. The new system was installed in the Maritime and Ontario Regions and the work is continuing in the three remaining regions.

As part of the readjustment necessitated by post-war conditions, Planning and Methods Division continued the installation of post-war plans of organization in the field, and completed the establishment of procedure for regional insurance offices.

#### LEGAL BRANCH

During the past fiscal year, the Legal Branch continued to perform its normal functions as adviser to the Commission and its various branches, on legal problems arising in connection with the administration and operation of the Unemployment Insurance Act, the National Selective Service Civilian Regulations, and the Reinstatement in Civil Employment Act.

There were important changes of a legislative nature during the year. The Unemployment Insurance Act was extensively amended, the amendments having effect as of October 1, 1946. In consequence of such amendments, it was necessary to make new regulations in relation to contributions, coverage, and benefit, and those new regulations became effective also as of October 1, 1946. For the first time under the Act, National Employment Service Regulations were made, effective as of March 31, 1947. At the same date the National Selective Service Civilian Regulations ceased to have effect.

One of the results of demobilization of the forces was that a large number of investigations had to be made in respect of claims by veterans in relation to reinstatement and seniority rights given to them by the Reinstatement in



Civil Employment Act, 1946. These investigations were made under the direction of the Legal Branch and the majority of them were settled to the mutual satisfaction of the interested parties. It was necessary to institute court action in only three cases during the fiscal year.

In so far as the court work of the Legal Branch is concerned, the greater part relates to prosecutions of persons charged with violating the provisions of the Unemployment Insurance Act or Regulations. For various reasons there was a considerable increase in the number of such prosecutions over the number in the previous fiscal year. For instance, the number of prosecutions commenced during the fiscal year which ended on March 31, 1947, for the offence of making false statements in order to obtain unemployment insurance benefit, was 464 as compared with 158 in the fiscal year which ended March 31, 1946. A statistical table of prosecutions for offences against the Act will be found in Appendix III.

### PUBLIC RELATIONS

Weekly newsletters to employers were continued during the entire year, the effort being to emphasize facilities of the National Employment Service in all its ramifications. Circulation of these letters was carried on as in the preceding year, some going to all employers, while others went only to those with more than 10 employees.

A motion picture entitled "Operation Employment" was produced in association with the Department of Labour. This picture, which constituted visual review of the work of a National Employment Service Office, was designed particularly for industrial and labour circuits.

### LIBRARY

The main function of the library at head office is to gather together books, pamphlets and other material which have a direct relationship to social legislation and to the field of employment, not only in Canada, but also in other countries throughout the world. In addition, publications on unemployment insurance, personnel administration, vocational guidance, psychology, etc., are constantly being added to the library.

The library is maintained, not only for the use of personnel at head office, but also for those at regional office and local office levels who wish to broaden their knowledge of the social sciences. All personnel are advised periodically, by means of book lists, of the titles of new publications acquired by the library. Publications may be obtained on loan for a period of one month.

During the year ending March 31, 1947, 2,397 publications were loaned to staff members, a large number of which were sent to officers in the field. In addition, periodicals containing information on social science and related subjects were circulated to head office officials each month. The combined circulation lists contained approximately 800 names.

### STATISTICS

The Commission has continued its arrangement with the Dominion Bureau of Statistics by which all insurance statistics, gathered by the Commission from regional district and local offices, are processed and analysed for reports by the Bureau.

The Research and Statistics Branch of the Department of Labour has been responsible for the publication of reports and data concerning the operation of the Employment Service and National Selective Service.

In order to prevent duplication in the collection and compilation of statistics, both those arising from the operations of the Commission and those

obtained elsewhere, an Unemployment Insurance Commission Committee on Statistics has been established. The heads of the various branches in the Commission's organization, a representative of the Dominion Bureau of Statistics and a representative of the Research and Statistics Branch of the Department of Labour, comprise the committee membership. The committee reviews all statistical forms used in the Commission organization and all instructions regarding the completion and disposal of these forms.

In common with other departments and agencies of the Government, the Commission is preparing to install the new Standard Industrial Classification as set up by the Interdepartmental Working Committee on Industrial Classification.

An adaptation of the Canadian Census Classification of Occupations, which can be used by the Commission both for employment and insurance statistics as well as by the Dominion Bureau of Statistics and other agencies, is in the course of preparation. These two classifications will provide comparable material on various subjects from the Government departments and will enhance the value of the statistics arising from the Commission's operations both in their administrative and statistical uses.

#### ORGANIZATION AND ADMINISTRATIVE COSTS

During the fiscal year under review, 8 offices were closed owing to diminution of work at the end of the war, leaving 215 offices open at March 31, 1947. These are shown in Appendix I. Similarly, a large lay-off of staff was undertaken at the close of the fiscal year under review, although the reduction in staff will not appear until the report for the next fiscal year is prepared. The consolidation and rearrangement of duties amongst the remaining staff constituted a task of considerable magnitude. Figures respecting personnel are shown under the section, Staff Relations.

The National Selective Service Regulations which were made under authority of the War Measures Act expired on March 31, 1947, by virtue of Order in Council P.C. 1166, made under the National Emergency Transitional Powers Act.

As from October 1, 1946, the Unemployment Insurance Commission included under the Unemployment Insurance Act all workers engaged in transportation by water. Further study is being made of the possibility of unemployment insurance coverage for workers engaged in logging and lumbering. These workers are already covered in the Province of British Columbia and a study is being made for the rest of Canada.

As the staff and premises of the Commission are used for the administration of demobilization and rehabilitation measures carried out by the Department of Labour in accordance with the instructions of the Minister, an arbitrary basis of cost has been established in connection with the administration expenses. On the basis of this decision, the cost of administration chargeable to the Unemployment Insurance Vote is \$7,496,042.15 for the 1946-47 fiscal year as against a total of \$6,184,964.15 for the previous fiscal year. A table showing these administrative costs in detail is included as Appendix II.

#### TRIBUTE TO THE STAFF

The administration of unemployment insurance and the employment service is recognized as an involved and arduous task. Notwithstanding this fact, the members of the staff have carried on unsparingly and well. Now that the war is over, it is felt that experience gained during the war years will assist in making the peacetime administration more effective. The Commission is proud of the achievements of the past year and wishes to convey to members of the staff its sincere appreciation of their devotion and loyalty.



## PART III—EMPLOYMENT BRANCH

## GENERAL

The operations of the National Employment Service during the fiscal year under review reflected, in large measure, the transition from wartime to peacetime conditions in Canada. One of the outstanding problems concerned the placing in industry and commerce of those men and women who had been discharged from the Armed Forces. Widespread industrial unrest created special problems for the Service; the housing shortage had the effect of restricting the transfer of labour from place to place, as required. The part taken by the National Employment Service in the transfer of Polish veterans from Europe to Canada provided the officers and staff with new and pleasant experiences. The progressive relaxation, and finally the revocation of National Selective Service Regulations, required the Service to adjust itself from time to time to meet the change in conditions.

Notwithstanding the foregoing, a great deal of research was made into administrative procedures and employment practices, and as a result a number of changes, designed to simplify procedures and improve practices, were adopted.

A conference of Regional Employment Officers was held in Ottawa in January, 1947, at which much benefit was derived by Regional Employment Officers and head office staff of the Employment Branch, from a frank exchange of views.

Two noteworthy additions were made to the head office staff, in the filling of the positions of Supervisor, Executive and Professional Division, and Supervisor, Occupational Research.

In Appendices IV, V, VI, VII, VIII will be found statistical data which indicates the services rendered by local offices during the fiscal year under review.

## GENERAL PLACEMENTS DIVISION

The early 1946 unemployment situation in many parts of Canada was reflected in the activities of the General Placements Division of the Employment Branch. Surveys of the depreciated employment situation at places such as New Glasgow and Shawinigan Falls resulted in clearance procedures being expanded so as to furnish more complete information to all local offices regarding current vacancies elsewhere, thus widening the field in which employers' orders and suitable applicants could be matched. The movement of unemployed workers was facilitated from areas where employment was scarce to areas in which employment opportunities were more abundant in so far as the housing shortage permitted. Another result was the adoption of a simplified system of occupational coding that provides a more accurate selection of workers and reduces statistical compilations.

A further improvement in placement work was brought about by the establishment of a procedure which enables applicants, for whom no suitable employment can be found through the regular interviewing and matching process, to have access to lists or cards briefly outlining many local and out-of-town jobs. Many unemployed persons have been found to possess qualifications which have not been made known during the interview and have secured suitable jobs through this new procedure.

Other new or improved methods of procedures or practices have been adopted, which, although minor in themselves, have made, in the aggregate, important contributions to improved efficiency and economy in the operations of the National Employment Service.

The relaxation of the controls regarding hiring and employment matters generally made it necessary to place emphasis on public relations. It was realized that the value of the National Employment Service to the public depends largely on the extent to which it is used by employers and workers alike.



For this reason, the work of the Employer Relations Sections has been stressed and the closest possible relationship sought with other Government Departments, including Provincial Governments, Trade Unions and Associations, Service Clubs, the Canadian Legion and other organizations of similar nature.

Following the disbandment of the Seamen's Pools under the jurisdiction of the Department of Transport, a chain of Seamen's Placement Sections was established in the seaport offices of the National Employment Service. Since the inauguration of this service, hundreds of seamen have been placed in employment through its agency. During the off-season many seamen were assisted in finding alternative employment.

The National Employment Service took a prominent part in the movement of the first group of Polish veterans to Canada. This included representation on the Selection Party in Europe and close co-operation with Provincial agricultural offices in the reception and actual placement of Polish veterans on farms. National Employment Service offices are maintaining close contact with farmers and veterans and are assisting in straightening out any misunderstandings or problems arising out of this settlement plan.

An acute and chronic unemployment situation in the Maritime Provinces made necessary a campaign to transfer as many unemployed persons as possible to points in other parts of Canada where steady work was assured. A plan was developed, known as the "Nova Scotia Movement" and orders were secured from employers in many industries in other Provinces, including gold mining, nickel mining, construction, foundries, and machinery manufacturers. At the close of the year, approximately 400 persons had been transferred; some 2,000 had been interviewed; and of these 1,000 had been medically examined. Unfilled orders on hand applicable to these unemployed persons were more than five hundred and the number was rapidly increasing.

During the present fiscal year, members of the General Placements Division acted on committees or assisted other groups dealing with the training of unemployed persons, the employment of older persons, the preparation of improved forms, the analysis of equipment requirements, the harvest excursion, and the placement of Polish veterans.

Transfer of labour was organized from the East to the Prairies for the harvest excursion; from the West to Ontario for summer farm work; from Quebec and the Maritime Regions to the United States for pea-vining, potato picking, and for woods operations; in addition to the transfer of combines from the Prairie Region across the boundary and of tobacco workers from the Southern United States to Ontario.

#### WOMEN'S DIVISION

While the work of the fiscal year under review has not been distinguished by any large-scale project comparable to the labour transfers of previous years, the work on women's employment has made steady progress at all levels.

The shortages in female labour continued, notably in larger cities, where the lack of housing accommodation greatly increased the difficulty in effecting placements through clearance procedure. As at April 4, 1946, there were 48,209 unplaced female applicants with 36,498 unfilled vacancies throughout the Dominion. Statistics at March 27, 1947, show 35,163 applicants were unplaced with a total of 37,308 unfilled vacancies for women.

Shortages in woman-power were particularly acute in certain occupations, the most outstanding being those of power sewing machine operators for the secondary textile industry, stenographers of all grades, workers for domestic service, hospital sub-staffs, and the hotel and restaurant business. There was also a shortage of professional nurses.

The lack of workers for hospitals was only part of an over-all shortage of women in the service occupations, notwithstanding many orders offering high wages to applicants willing to accept household work. However, at the beginning of the year, in April, 1946, a new project, the Home Aide plan, was well under way in twelve of the large local offices, and at the end of December, 1946, some 1,800 women had been placed in vacancies in four regions. The Maritime Region rejected the plan as unsuitable in that area.

Under the Home Aide plan employment is made available for women experienced in household work at rates of pay and hours of work commensurate with those the same workers would get in industrial employment. Information available indicates that this type of employment attracted women in the older age brackets.

Plans for the training of women have been given attention at all levels and the Regional and Head Office Advisers have attended meetings and conferences on training, as well as serving as members of the training committees. Training centres have been visited and conferences held with officials of the Training Branch of the Department of Labour, the Department of Veterans Affairs, and the Provincial Governments.

In regard to publicity on women's employment, a number of interviews were given to the press by the women advisers who were also featured as speakers on radio broadcasts in different parts of Canada. Public relations contacts have been maintained at all levels. Women's organizations have been kept continuously informed of the activities of the National Employment Service in respect to women's employment.

#### EXECUTIVE AND PROFESSIONAL DIVISION

Although brief mention was made in the last annual report of the opening of executive and professional offices, it was not until July 1, 1946, that an Executive and Professional Division was definitely established and arrangements completed so that the Division was functioning as a whole. These arrangements were the establishing of separate and distinct executive and professional offices at the five regional points, each with a Regional Supervisor and supporting staff, the appointment of a Supervisor of the Executive and Professional Division at head office, and the appointment of an executive and professional liaison officer in each local office.

The Division deals with applicants in the executive, managerial, professional, and technical categories, and with employers requiring persons with such qualifications.

Over the past nine months, the result of the operations of this Division has clearly demonstrated that its establishment is welcomed both by employers and applicants, and that there is a definite demand for the type of service which it is now providing.

During the first few months the service was not well known, either to employers or applicants, so that placements were not as numerous as could be wished. Through persistent work by Employer Relations Officers and others, knowledge of the service available has been widely spread, so that by the end of the fiscal year placements had increased three-fold.

Because of the type of applicant dealt with, a very high standard of selection must be maintained. It has been found that employers are more exacting in their requirements than they were during the war years and the months immediately following.

Although no grant for publicity purposes has been allotted to the Division the efforts of the Regional Supervisors and their staffs have resulted in a great deal of favourable publicity. A great many newspaper articles have been devoted to the work of this Division as well as write-ups in numerous trade



journals, association magazines, university papers, etc. One article alone resulted in hundreds of enquiries from Canada and others from England, Scotland, the United States, and British Guiana.

Much beneficial publicity has also been obtained through the continuous and successful efforts of Regional Supervisors and their assistants to obtain speaking engagements at public gatherings to describe the work of the Executive and Professional Division. Such speaking engagements have been filled right across the country at meetings of Boards of Trade, Chambers of Commerce, Service Clubs, etc. Some radio publicity has been obtained in the regions through the efforts of the regional staff.

In January, 1947, an intensive campaign was started to obtain openings for university graduates and summer employment for undergraduates. This campaign is still proceeding with university authorities and the local offices in university towns.

Another phase of this work has been an endeavour to acquaint Canadian students in the United States with the work of the Executive and Professional Division. Personal letters were sent to some 900 Canadian veterans studying in the United States.

#### OCCUPATIONAL RESEARCH DIVISION

During the latter part of the fiscal year under review, an Occupational Research Division was established, as an integral function of the National Employment Service, to provide regional and local offices with authentic information about industries and job opportunities; and to furnish such occupational information as will serve as better aids in selection and referral, and such essential basic materials on employment conditions as will help to prepare more comprehensive labour market information.

The occupational research program inaugurated is based in a large measure on the experiences of the United States Employment Service because it is believed that the problems of that organization are similar to those of the National Employment Service.

It is felt that selection will be improved by the availability of job descriptions outlining the abilities, interests and other qualifications required by the job, to supplement the "specifications" given on an employer's order.

Other important aids to selection are trade questions and trade tests which will help in determining aptitudes and abilities, interests, proficiency and achievement. Both the job descriptions and trade tests are developed from job analyses which are prepared from available information or directly at the place of work.

Visits were made to the larger local offices to form an estimate of the amount of information available in those offices which was likely to be of assistance in the preparation of employment forecasts. This resulted in a scheme being devised whereby it will be possible to obtain from employers of twenty or more employees a quarterly forecast of changes in labour force by occupations for three months hence.

Surveys of employment particulars (occupational trends) were carried out covering seventy occupations in a large number of industries. This information enabled the Department of Veterans Affairs to prepare occupational monographs for each occupation as a counselling aid and to determine the number of veterans who should be trained for the specific skill for which there were job opportunities.

#### VETERANS PLACEMENT DIVISION

At the beginning of the fiscal year under review, approximately 83,000 ex-service men and women were registered for employment in the offices of the National Employment Service. For the first three months of the year, dis



charges from the Armed Services continued at a fairly high rate, but dropped considerably thereafter. Nevertheless, discharges for the year totalled close to 190,000, many of whom entered the labour market immediately or subsequent to a short period of training. Approximately 57,000 were reinstated in their pre-enlistment occupations.

During the summer months of 1946, the wave of industrial unrest which swept the country, coupled with material shortages and housing difficulties, had a detrimental effect on employment generally and made the task of rehabilitating veterans more difficult. In spite of the work load and unfavourable employment conditions in some areas, Veterans' Sections in local offices were able to report considerable progress. The number of veteran applicants for employment was reduced steadily, reaching a low point of approximately 45,000 in October, 1946. From then on, the seasonal recession gradually became apparent, and by the end of the fiscal year the number of unemployed veterans had increased to approximately 61,000.

Commencing early in July, 1946, and continuing until late in September, the Department of Veterans Affairs held a series of conferences in major centres from coast to coast. These conferences were designed to stimulate the work of Citizens' Rehabilitation Committees and to effect better liaison between such committees and the Government departments with which they worked. National Employment Service officials at all levels of the Veterans' Placement Division took part in the discussions.

The full effects of the assumption by the National Employment Service offices of responsibility for taking applications for Out-of-Work Allowances, provided under the Veterans' Rehabilitation Act, and for paying such allowances increased the work load and involved even closer liaison with the Department of Veterans Affairs. In September, 1946, special efforts were made to reduce the number of ex-service men and women receiving Out-of-Work Allowances. Claimants, wherever possible, were re-interviewed and every possible avenue of employment was explored.

Towards the latter part of 1946, a Veterans' Employment Adviser from each regional office was detailed to work on the problem of employment for older veterans. These officials interviewed a large number of applicants in this class and, by working in close co-operation with local officials of the National Employment Service, the Department of Veterans Affairs, and the various divisions of the Canadian Corps of Commissionaires, were instrumental in effecting an appreciable reduction in the numbers of veterans of the 1914 War and Dual Service veterans registered for employment. Veterans Employment Advisers also served on Department of Veterans' Affairs Rehabilitation Review Boards and performed many other tasks of a specialized nature.

Veterans' Officers of the National Employment Service have borne the brunt of the Veterans' problems in their respective areas. They have been kept fully employed in following up applications for employment, handling applications for training, medical attention, Veterans Land Act, Re-establishment Credits, etc.

Close contact has been maintained with Canadian Vocational Training establishments and special arrangements are in operation to interview and register students in advance of graduation at the various schools. Except for a few trades temporarily affected by adverse employment conditions, little difficulty has been experienced in placing vocational training graduates in suitable employment within the scope of their training or in positions where they are able to get further training-on-the-job.

With the closing of a number of Armed Forces Discharge Depots and the reduction in the volume of demobilization, the National Employment Service was able to withdraw personnel previously stationed in Armed Service Depots for the purpose of registering discharged men and women for employment and advising them on rehabilitation matters.

The administration of the Reinstatement in Civil Employment Act, 1946, has proceeded very smoothly and great credit is due to employers who, on the whole, have co-operated wholeheartedly in making this piece of legislation a success.

The placement of women veterans has presented very few difficulties and the remarkably small number of women veterans registered for employment is gratifying.

The Special Placements Division of the National Employment Service, working closely with the Department of Veterans Affairs, succeeded in placing a large number of handicapped veterans.

Although demobilization is practically complete, there are still a number of ex-service personnel who are at present engaged in employment of a temporary nature and who cannot be regarded as properly rehabilitated. In addition, there are many veterans at present undergoing various types of training who will be entering the employment market over the next year or so.

### SPECIAL PLACEMENTS DIVISION

#### *General*

There are three main activities involved in the work of the Special Placements Division. They are the placement of the physically handicapped; the development of youth guidance and placement work; and the promotion and co-ordination of training courses for unemployed persons. Definite progress can be reported in these three phases of the Division's work, the greatest advance being made in connection with the training program.

#### *The Placement of the Handicapped*

An important phase of the work of Special Placements is the provision of counselling and placement services to those persons whose physical disabilities make it difficult for them to secure or to hold employment. Specialized techniques involving careful study of the abilities of the handicapped and the physical requirements of the jobs on which they are placed result in their securing employment where the physical limitation is not an occupational handicap. The success of the local offices is demonstrated by the fact that during the fiscal year 14,250 jobs were found for physically handicapped persons—10,732 of whom were men and 3,518 women. The majority of the men placed in jobs (57 per cent) were disabled veterans whose applications for employment reached a new peak during the year. Close co-operation was maintained at all times with the Casualty Rehabilitation Officers of the Department of Veterans Affairs, not only in dealing with veterans but in the treatment and placement of a limited number of civilian paraplegic cases.

During the fiscal year under review, a survey was made of a number of Canadian employers to find out how their disabled employees were regarded and whether their record as workers would compare favourably with that of the physically handicapped in the United States. In all, 457 firms were covered, located in 48 centres across Canada, and these firms employed a total of 2,315 handicapped persons. The method of securing the information varied slightly in the different regions, but with the exception of the Pacific and Ontario Regions, the particulars were obtained largely from replies to questionnaires sent to firms known to employ people with disabilities. In the other two regions, the details were recorded by representatives of the Special Placements Division following personal visits to a number of factories and business establishments. The survey showed that these physically handicapped workers, generally speaking, are doing their job efficiently, have a sound attitude towards their jobs, have an excellent record in such matters as output, attendance and accidents, and are highly regarded by their employers.



Full use was made of all available publicity media to promote the desirability of employing handicapped persons. Magazine and newspaper articles and the radio were used in this connection. The results achieved following radio publicity, while not numerous in actual placements, were effective in certain outstanding cases.

In an effort to ascertain the degree of interest in, and the need for, a national conference on rehabilitation, interested groups were brought together in each of the five regions during the fall of 1946, and it was the unanimous conclusion of all five conferences that the time is now opportune for a national gathering to discuss the improvement and expansion of existing facilities for rehabilitation and to explore the need for a nation-wide program similar to that in existence in Great Britain and the United States.

Handicapped persons require continued attention. No one agency can carry its part adequately without co-operation from other organizations. Our local offices have, almost without exception, completely utilized available community resources to meet problems other than those concerning employment, while social agencies and welfare groups have been prompt to use the Special Placements Division of the National Employment Service for assistance in locating work for their problem cases. The co-operative relationship is well established, but the National program needs further development and expansion, if the civilian disabled of working age are to benefit to the greatest extent.

### *Youth and Vocational Guidance*

One of the most difficult obstacles to overcome in the development of the youth placement and vocational guidance phase of the activities of the Special Placements Division is the question of recruiting, training, and holding competent staff. Due to the policy of staff reduction throughout the Civil Service, there has been a natural hesitation to inaugurate Civil Service competitions to fill vacancies in the agreed-upon establishment which were left unfilled by the competition held in the fall of 1945. Similarly, there has been a reluctance to inaugurate competitions to replace men and women working in all phases of Special Placements activities caused by resignations and separations. The problem of functional training has not yet been satisfactorily solved, although training courses were held in all regions during the fiscal year under review. The qualifications called for in recruiting youth and vocational guidance officers for Special Placements Sections are high. The number of men and women in Canada possessing these qualifications is limited, with the natural result that the officers concerned receive offers of other employment, and, where these offers have been accepted, the progress of the Sections concerned has been interfered with seriously.

In spite of the staff difficulties, however, there has been marked progress in the promotion and co-ordination of vocational guidance and youth placement. The development which has attracted the greatest amount of public attention was the opening in May of 1946 of the Toronto Youth Employment Centre, the first office established in separate premises by the National Employment Service exclusively to serve the interests of young men and young women. This office, which is centrally located in attractive premises and adequately staffed by competent personnel, has attracted favourable comment from distinguished visitors from overseas and from the United States. The phase of its work which results in the greatest amount of publicity is, of course, the psychometric testing unit which is under the immediate direction of two trained psychologists and also under the supervision of highly qualified regional officers.

Operating in close co-operation with the Toronto Youth Employment Centre is a guidance and placement council which brings together representatives of all the important youth serving agencies in the community, including the educational authorities, the employers, the Young Men's Christian Association,



the Young Women's Christian Association, and other similar agencies and organizations. The desirability of councils of this type has been demonstrated by the establishment of other similar councils in Vancouver, New Westminster, Kitchener, Toronto, Ottawa, and Montreal. In other centres, such as Edmonton, Saskatoon, Regina, Winnipeg, Quebec, Fredericton, Moncton, Halifax and Saint John, the degree of co-operation between the Youth Section of the local office of the National Employment Service and the community educational authorities has reached a degree of mutual assistance whereby it is but a matter of time before community Youth Guidance and Placement Councils will be established.

One of the tools necessary to a successful plan of vocational guidance, as practised by the Youth Sections of the local offices of the National Employment Service, is psychological testing. Such a test unit already exists in the Toronto Youth Employment Centre, and much experience has been gained as a result of the work of this testing unit.

Close contact was maintained during the fiscal year under review with agencies and organizations interested in the occupational and employment problems of young people. The Supervisor of Special Placements at head office attended the International Labour Conference as a representative of Canada on the committee dealing with the problems of young workers. The Section Head, Youth and Vocational Guidance, participated in a national conference of youth serving agencies, convened for the purpose of examining the reports published by the Canadian Youth Commission. At this conference, a recommendation was made to establish a Government Inter-Departmental Committee on Youth, which, however, had not been formally set up at the end of the fiscal year.

### *Vocational Training*

The Unemployment Insurance Commission does not operate training courses of any description, but the facilities of Canadian Vocational Training and many other agencies are utilized for the purpose of training unemployed persons in occupations which are in demand.

The co-ordination of the work of the National Employment Service offices in the field of vocational training is effected through a Vocational Training Committee at head office, together with Committees at regional and local office levels. Five provinces—Nova Scotia, New Brunswick, Saskatchewan, Alberta, and British Columbia—have signed Schedule "M" of the Re-establishment Training Agreement, but even in provinces where Schedule "M" has not been signed, there is a growing activity in referral of applicants to short training courses. During the period immediately following the termination of the war, all training facilities were taxed to capacity for the training of ex-service men and women, but as the pressure in this connection is lessened, more facilities are being made available for the training of civilians. Even veterans do benefit, however, by the so-called civilian rehabilitation training program in those cases where they have used all or part of their re-establishment credit.

A total of 467 unemployed persons were interviewed during the fiscal year under review by Local Selection Committees in various centres, and 360 were approved to attend courses of training in various occupations. These courses comprised training in such occupations as fish filleting, ship carpentry, hair dressing, commercial subjects, needle trades, construction trades, laboratory technicians, x-ray operators, butter and cheese making, nurses' aides, practical nursing, home-making, cafeteria helpers, electrical maintenance, dress making, etc.

Local Selection Committees are also responsible for keeping records of all training-on-the-job opportunities available in their respective areas. While these opportunities are primarily intended for veterans, some are found unsatisfactory for ex-service men owing to low initial wage rates or the length of appren-

ticeship necessary. These are notified to the appropriate local office and in many cases have been used for first-jobbers. A total of 2,663 training-on-the-job opportunities have been uncovered by local offices throughout the Dominion and transferred to Canadian Vocational Training for investigation and action during the year.

In all Provinces and particularly in Quebec, numerous applicants have been referred to apprenticeship in various trades and occupations. Arrangements have been made in North-Western Ontario and the other areas to co-operate with the Provincial Apprenticeship Departments in uncovering apprenticeship opportunities and bringing the employer and the prospective apprentice together. This has helped materially to guide suitable young persons into a useful trade or occupation, and ensures that these persons will be assured of reasonably permanent employment.

#### NATIONAL EMPLOYMENT COMMITTEE

Early in the fiscal year under review, the National Employment Committee, on the basis of reports received from Regional and Local Employment Committees, emphasized the gravity of the housing shortage and its effect on the employment situation. Prompt and effective action to meet the need was urged in a memorandum accompanying a resolution. The Government was advised that use of its emergency powers might be necessary, and, if so, in the opinion of the Committee, the gravity of the situation justified such measures even under peace-time conditions.

While emphasizing the importance of low-cost housing, the Committee pointed out that other essential projects should be undertaken. The appendix to the memorandum listed a number of these projects.

The National Employment Committee continued to meet regularly during the year. Minutes were received from the five Regional Employment Committees, and also from Local Employment Committees throughout Canada. During the year, the number of Local Employment Committees increased to 67. With the termination of National Selective Service controls a number of these Committees showed increased interest and activity. It appeared that the Local Committees were entering upon a period of increased usefulness in a less restricted employment field. With the National, 5 Regional and 67 Local Committees, the total number of Employment Committees at the end of the year was 73. Members of all Committees serve voluntarily.

Unfortunately, during the year under review, the National Employment Committee lost one active member, and its former Chairman through death. The active member referred to was Mr. R. J. Scott, nominee of the Canadian Federation of Agriculture, and Agricultural representative on the Committee. Mr. Tom Moore, the first Chairman of the Committee also died during the year. While Mr. Moore had been unable, because of illness, to take any active part in the Committee's work during the past two years, he will be remembered as its Chairman who directed affairs through the organization and early period of functioning.

Mr. E. R. Complin, representative of the Canadian Manufacturers' Association on the Committee since its inception, found himself unable to continue and resigned.

After consulting the organizations concerned, the vacancy caused by the death of Mr. R. J. Scott was filled by the appointment of Mr. R. A. Stewart of Almonte, Ontario, nominated by the Canadian Federation of Agriculture. The Canadian Manufacturers' Association nominated Mr. J. B. White, Personnel Manager for the Aluminum Company of Canada, to fill the vacancy caused by the resignation of Mr. E. R. Complin. The National Council of Women was asked to nominate a representative of women to the Committee, and Mrs. G. D. Finlayson was appointed.



The Committee decided that it would be advisable, in future, to hold regular meetings only four times a year. In order that the work of reviewing minutes received from Regional Committees, etc., might be carried on in the intervals, an Executive Committee was appointed to meet more frequently. This Committee consists of the Chairman, Mr. R. J. Tallon; Mr. A. R. Mosher, Mr. J. B. White and Mr. J. C. G. Herwig, with Mr. Ray Brown, Secretary.

The membership of the National Employment Committee at the end of the fiscal year was:—

R. J. Tallon, Ottawa, Chairman; Aubrey L. Lott, Hamilton, Canadian Chamber of Commerce; Carl Berg, M.B.E., Edmonton, Vice-President, Trades and Labour Congress of Canada; J. B. White, Montreal, Canadian Manufacturers' Association; A. R. Mosher, Ottawa, President, Canadian Congress of Labour; G. S. Hougham, Toronto, General Manager, Canadian Retail Federation; Mrs. G. D. Finlayson, Ottawa, National Council of Women; J. C. G. Herwig, Ottawa, General Secretary, Canadian Legion; R. E. G. Davis, M.A., Ottawa, Executive Director, The Canadian Welfare Council; R. A. Stewart, B.S.A., Almonte, Ontario, Canadian Federation of Agriculture; Ray Brown, M.B.E., Ottawa, Secretary.

## PART IV—INSURANCE BRANCH

### COVERAGE DIVISION

#### *Changes in Coverage*

Transportation by water became insurable employment by an amendment to the Unemployment Insurance Act effective October 1, 1946. Because of the seasonal nature of this industry on the inland waters of Canada, investigations were carried out by the Coverage Division and, as a result, the period between January 1 and March 31 was declared to be the off-season for this phase of the industry. During this period a claimant is not entitled to receive benefit unless certain conditions are fulfilled to show that he has previously been employed in insurable employment to such an extent as to deem him a non-seasonal worker for unemployment insurance purposes. A further amendment to the Act was necessary in order to make this extension of coverage applicable to employment in the industry outside Canadian territorial waters.

Negotiations are at present being carried on with Great Britain to evolve some sort of reciprocal relations in order to eliminate the restriction of coverage of Canadian employees employed on ships of British registry. This difficulty does not exist with the United States as there is a Reciprocal Agreement in force between the United States and Canada.

Order in Council P.C. 3590, May 17, 1945, made pursuant to Section 86(2) of the Act has extended coverage to employment in lumbering and logging, but pursuant to Section 86(3) of the Act contributions are payable only in areas prescribed by the Commission. The only area in which lumbering and logging is at present insured employment is British Columbia. Employers commenced insuring their employees on August 1, 1946. This was facilitated by the lack of any season existing in the industry in this Province. A study is being given to insuring lumbering and logging in other parts of Canada.

Effective October 1, 1946, a new section was added to the Act whereby the Commission may deem, by special order, a person or group or class of persons to be employed under a contract of service. Although no special order has been passed under this section, it gives the Commission power to eliminate any anomalies that may arise between persons who are not employed under a contract of service, but whose conditions of employment are similar to conditions of employment of persons who are engaged under a contract of service.



In the list of excepted employments under Part II of the First Schedule to the Act, an extra paragraph has been added which has the effect of excepting employment by a corporation of any person who owns in excess of 50 per cent of the voting stock or of any person who is an officer and director of the corporation and who holds in excess of the minimum number of shares required to qualify him as a director thereof. This exception has been added because it was found that persons in these categories have such a controlling interest in their company as to make them virtually employers in their own right.

It has also been found by experience in administering the wage ceiling clause that persons on weekly rates of remuneration, who are insurable regardless of their total annual earnings, are very often in as stable employment as monthly or semi-monthly salaried employees, who are not insurable if their annual earnings exceed \$2,400. With this in mind and with increasing interest shown by employers to introduce guaranteed annual wages, it was felt that persons in the higher wage brackets should be excepted. Consequently a coverage regulation was passed under the authority of Section 14 of the Act to exclude every person whose rate of remuneration is weekly and whose earnings thereunder amount to \$3,120 or more in a year.

During the fiscal year 1946-47, it was possible for the first time since the Act came into effect for persons to exercise their option to remain insured under the second proviso to paragraph (n) of Part II of the First Schedule to the Act. Where a person who, by reason of increased earnings putting him outside the scope of unemployment insurance coverage, wishes to continue making contributions and retain the protection afforded by the Act, he may do so if he has had 200 weeks contributions during the previous five years. It has been found that many persons have taken advantage of this option.

### CONTRIBUTIONS DIVISION

#### *General*

The Contributions Division is primarily interested in determining the rate of contributions under specific conditions of employment and remuneration, and, during the fiscal year under review, found that all new cases could be determined within the framework of the Contribution Regulations, as amended by Order in Council P.C. 4012 of September 26, 1946. In addition, the Contributions Division controls the registration of employers and insured persons under the Act.

#### *Registered Employers*

The total number of registered employers as at March 31, 1947, was 184,334, compared with 160,527 as shown at the end of March, 1946. This increase of approximately 24,000 employers who are licensed to purchase insurance stamps may be traced to:

- (1) an increase in the number of small business establishments and branches of larger businesses which are registered separately;
- (2) lumbering and logging in British Columbia, and transportation by water being included in insurable industries.

#### *Registration of Insured Persons*

During the fiscal year 1946-47, 3,255,238 persons were registered as being in insured employment at one time or another. This datum is shown in Appendix IX. There were 482,118 new entrants to insured employment, an increase of 4,611 over the previous year. This figure is accounted for by,

- (1) ex-service personnel who, prior to enlistment, were not in insured employment;
- (2) young persons reaching the age of employment during the year.

Although the figures show a decrease in the number of employees registered in the Maritime and Quebec Regions, the over-all increase for Canada is 30,037, due mainly to the growth of business establishments and industry.

### AUDIT DIVISION

#### *Examination of Employers' Records*

The main function of the Audit Division is to ascertain that employers make proper contributions in respect of their insurable employees and are complying generally with provisions and regulations of the Act, so that all insurable employees are receiving the full protection of the insurance plan. During the fiscal year 1946-47, 127,591 complete regular employer audits were made covering 1,453,393 insurable employees. As shown in Appendix XIII these figures represent an increase of 23 per cent and 43 per cent in the number of audits of employers and employees respectively.

With National War Labour Board and National Selective Service audits discontinued in November, 1946, there was a decrease in audits completed for other government departments. This factor, combined with the greater productivity of the audit staff made it possible for 23,534 more visits to employers during the fiscal year under review than for the previous fiscal year. It was also possible to carry out many more special investigations covering non-registration, irregularities in the stamping of insurance books, complaints from both employers and employees and requests for refunds of contributions erroneously made.

Although a greater number of audits were completed, it is interesting to note that the amount of overdue contributions decreased by 4 per cent. This may be accounted for by the fact that each year the public is becoming more and more acquainted with the provisions of, and their rights and obligations under, the Act.

#### *Employer Relations*

During the visits of auditors to employers, they pointed out the advantages of using the National Employment Service offices and explained the facilities available. They also assisted employers by answering questions in respect to the Act that may have caused it to be misinterpreted.

### CLAIMS DIVISION

#### *Amendment to the Act*

The effect of the amendments to the Act during the fiscal year was to re-arrange and clarify certain sections for administrative purposes. The most substantial changes included:

- (1) a widening of the interpretation of "dependency" under the Act.
- (2) an increase of subsidiary earnings of a claimant from \$1.00 to \$1.50 per day;
- (3) the calculation of the daily rate of benefit to the nearest five cents;
- (4) the transfer of sections of the Veterans' Rehabilitation Act dealing with unemployment insurance to this Act.

#### *Co-operation with other Government Departments*

Local offices of the Commission continued the payment of out-of-work allowances for the Department of Veterans' Affairs. The volume handled was considerably augmented due to the increase in the numbers released from the Armed Forces. The number of these applicants signing the Unemployment Register for the last six working days of March, 1947, was 32,168.



On behalf of the Director of Merchant Seamen of the Department of Transport, merchant seamen's out-of-work allowances for those who were members of Seamen's Pools at various ports in the Dominion were paid at several local offices. The number of this type of applicant signing the Unemployment Register for the last six working days of March, 1947, was 90.

### *Volume of Claims*

It is to be noted that there was an increase of 74,352 claims filed during the fiscal year under review which was primarily brought about by the inclusion of 41,697 revised claims amongst the initial and renewal claims filed at local offices, i.e., claims that have been subject to one or more subsequent adjudications. Appendix XIV gives additional information in respect to claims filed in local offices.

### *Amount of Benefit*

The amount of benefit paid to beneficiaries was \$45,838,513.05 as compared to the previous year when 707,884 beneficiaries received \$32,008,004. Among those who were ineligible to receive benefit, even though they had sufficient contributions, 32,874 were disqualified for voluntarily leaving employment without just cause; 9,508 refused offers of suitable employment; and 8,613 lost employment as a result of labour disputes and were thus disqualified. The above data are shown in more detail in Appendixes XVI and XVII.

### *Improved Procedures*

- (1) The system of payment by cash was continued in 71 local offices of the Commission, an increase of 18 over the previous fiscal year.
- (2) The modified form of adjudication which was inaugurated in some of the larger local offices during the previous fiscal year has proved satisfactory and at the end of the fiscal year under review approximately 27 per cent of the initial and renewal claims are being adjudicated at these local offices.
- (3) The North Bay Insurance Office was closed during the year and its claims and records were transferred to the Ontario Regional Office at Toronto.
- (4) Seasonal regulations were put into effect to take care of claimants who are employed in transportation by water on the inland waters of Canada.
- (5) The number of Courts of Referees was increased from 56 to 64. This necessitated the appointment of additional chairmen and personnel to Employer and Employee panels. The number of appeals and references heard by the Courts of Referees increased from 7,077 during the previous fiscal year, to 21,234 heard during the 1946-47 fiscal year. Of these, 3,359 were allowed by the Courts as against 17,875 which were disallowed. Further details are shown in Appendixes XVIII and XIX.

### *Reciprocal Arrangements*

Two additional states of the United States signified their intention of entering the Reciprocal Agreement between the Government of Canada and the United States. This brings to a total 36 agencies operating under the Agreement. Under the arrangement, claimants who have changed their residence from one country to the other may file and claim benefit from the country where they established their benefit rights. During the year, 308 claims were filed in Canada by United States claimants payable by their own states compared with 221 claims filed by Canadian claimants in the United States payable by Canada.



## APPENDIX I

## UNEMPLOYMENT INSURANCE COMMISSION

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office	—Ottawa, Ont.
Regional Offices	—Maritime Region—Moncton, N.B.
	—Quebec “ —Montreal, Que.
	—Ontario “ —Toronto, Ont.
	—Prairie “ —Winnipeg, Man.
	—Pacific “ —Vancouver, B.C.
District Offices	—London, Ont., Edmonton, Alta., Saskatoon, Sask., Quebec, Que.

## UNEMPLOYMENT INSURANCE COMMISSION NATIONAL EMPLOYMENT SERVICE OFFICES

*Maritime Region—*

Prince Edward Island—Charlottetown, Summerside.  
 Nova Scotia—Amherst, Bridgewater, \*Dartmouth, \*Glace Bay, Halifax, \*Inverness,  
 Kentville, Liverpool, New Glasgow, \*New Waterford, \*North Sydney, \*Pictou, Spring-  
 hill, Sydney, \*Sydney Mines, Truro, Yarmouth.  
 New Brunswick—Bathurst, Campbellton, Edmundston, Fredericton, Minto, Moncton,  
 Newcastle, Saint John, St. Stephen, Sussex, Woodstock.  
 Quebec—\*Magdalen Islands.

*Quebec Region—*

Quebec—\*Arvida, Asbestos, Beauharnois, Buckingham, Causapscal, Chandler, Chicoutimi,  
 Coaticook, Dolbeau, Drummondville, East Angus, Farnham, Granby, Hull, Joliette,  
 Jonquiere, \*Lachine, Lachute, La Malbaie, La Tuque, Levis, \*Longueuil, Louiseville,  
 Magog, Matane, Megantic, Mont Laurier, Montmagny, \*Montmorency, Montreal,  
 \*Montreal-Pie IX, \*Montreal-Cartier, \*Montreal-St. Urbain, \*Montreal-Villeray,  
 \*Montreal-St. Henri, \*Montreal-Rosemont, Plessisville, \*Pointe-aux-Trembles, Port  
 Alfred, Quebec, Richmond, Rimouski, Riviere-du-Loup, Rouyn, Ste. Agathe, Ste. Anne  
 de Bellevue, St. Georges de Beauce, St. Hyacinthe, St. Jean, St. Jerome, St. Joseph  
 d'Alma, Ste. Therese, Shawinigan Falls, Sherbrooke, Sorel, Thetford Mines, Three  
 Rivers, Val d'Or, Valleyfield, \*Verdun, Victoriaville.

*Ontario Region—*

Ontario—Arnprior, Barrie, Belleville, Bracebridge, Brampton, Brantford, Brockville,  
 Carleton Place, Chatham, Cobourg, Collingwood, Cornwall, Dunnville, Fergus, Fort  
 Erie, Galt, Gananoque, Goderich, Guelph, Hamilton, Hawkesbury, Ingersoll, Kapus-  
 kasing, Kingston, Kirkland Lake, Kitchener, Leamington, Lindsay, Listowel, London,  
 Midland, Napanee, Newmarket, New Toronto, Niagara Falls, North Bay, Orillia,  
 Oshawa, Ottawa, Owen Sound, Parry Sound, Pembroke, Perth, Peterborough, Picton,  
 Port Colborne, Port Hope, Prescott, Renfrew, St. Catharines, St. Thomas, Sarnia,  
 Sault Ste. Marie, Simcoe, Smiths Falls, Stratford, Sturgeon Falls, Sudbury, Tillsonburg,  
 Timmins, Toronto, Trenton, Walkerton, Wallaceburg, Welland, Weston, \*West Toronto,  
 Windsor, Woodstock.

*Prairie Region—*

Ontario—Fort Frances, Fort William, Kenora, Port Arthur.  
 Manitoba—Brandon, Dauphin, Flin Flon, Portage la Prairie, \*St. Boniface, Selkirk, The  
 Pas, Winnipeg.  
 Saskatchewan—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon,  
 Swift Current, Weyburn, Yorkton.  
 Alberta—\*Black Diamond, Blairmore, Calgary, Drumheller, Edmonton, Edson, Lethbridge,  
 Medicine Hat, Red Deer.  
 British Columbia—Dawson Creek.  
 Northwest Territories—Yellowknife.

*Pacific Region—*

British Columbia—Chilliwack, Courtenay, Cranbrook, Duncan, Fernie, Kamloops, Kelowna,  
 Nanaimo, Nelson, New Westminster, \*North Vancouver, Penticton, Port Alberni,  
 Prince George, Prince Rupert, Princeton, Trail, Vancouver, Vernon, Victoria.  
 Yukon—\*Dawson City, Whitehorse.

\* Sub-offices.

## APPENDIX II

ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT INSURANCE COMMISSION  
DURING THE PERIOD APRIL 1, 1946, TO MARCH 31, 1947

Salaries (including cost-of-living bonus).....	\$ 5,682,608 29
Other Paylist Items.....	102,535 10
Professional and Special Services.....	77,056 13
Commission to Post Office Department.....	314,024 90
Printing and Stationery.....	249,456 25
Unemployment Insurance Stamps.....	30,881 07
Unemployment Insurance Workers' Books.....	36,204 71
Travelling Expenses.....	197,845 11
Freight, Express and Cartage.....	15,936 03
Equipment.....	90,686 48
Telephone, Telegrams and Postage.....	283,305 71
Alterations, Maintenance Repairs—Buildings.....	83,017 05
Rents.....	285,465 73
Advertising and Publicity.....	12,821 39
Miscellaneous and Current Expenses.....	34,198 20
	<u>\$ 7,496,042 15</u>

## APPENDIX III

CRIMINAL PROSECUTIONS OF DELINQUENTS UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940, AS AMENDED AND CONTRIBUTION REGULATIONS  
AND LEGAL PROCEEDINGS FOR THE RECOVERY OF  
BENEFIT WRONGFULLY OBTAINED

Type of Case	Fiscal Year 1946-47						
	Carried over from previous Fiscal Year	Com- menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con- victions or Satis- factory Settle- ment	With- drawals	Acquit- tals	Pending
For failure to pay unemploy- ment insurance contribu- tions (employer's).....	50	93	143	95	11	2	35
For obtaining benefit illegally (claimants).....	81	464	545	403	36	9	97
For failure to return insurance books.....		14	14	7	7		
For failure to produce records for inspection.....	1	6	7	7			
For defacing an insurance book.....		1	1	1			
For illegal sale of stamps.....		2	2	1			1
For failure to keep adequate records.....		1	1				1
For failure to apply for a Registration Number and a License to sell stamps.....		1	1				1
Totals.....	132	582	714	514	54	11	135

## APPENDIX IV

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS DURING  
THE YEAR MARCH 29, 1946, TO APRIL 3, 1947

Months	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
1946							
Mar. 29 to May 2.....	59,228	16,284	2,386	4,110	61,614	20,394	82,008
May 3 to May 30.....	53,246	13,937	2,518	3,697	55,764	17,634	73,398
May 31 to June 27.....	50,578	15,374	2,181	3,569	52,759	18,943	71,702
June 28 to Aug. 1.....	62,732	19,772	3,094	4,321	65,826	24,093	89,919
Aug. 2 to Aug. 29.....	49,065	15,862	1,789	3,477	50,854	19,339	70,193
Aug. 30 to Sept. 26.....	49,924	16,580	1,895	4,032	51,819	20,612	72,431
Sept. 27 to Oct. 31.....	65,393	20,071	2,628	4,900	68,021	24,971	92,992
Nov. 1 to Nov. 28.....	49,125	16,232	2,193	4,411	51,318	20,643	71,961
Nov. 29 to Jan. 2.....	41,582	13,037	2,461	4,771	44,043	17,808	61,851
1947							
Jan. 3 to Jan. 30.....	34,545	13,806	4,888	3,900	39,433	17,706	57,139
Jan. 31 to Feb. 27.....	31,898	12,340	2,980	3,588	34,878	15,928	50,806
Feb. 28 to Apr. 3.....	45,421	15,760	3,452	5,560	48,873	21,320	70,193
Totals, 1946-47.....	592,737	189,055	32,465	50,336	625,202	239,391	864,593

\* Placements are termed "Casual" when the duration of the employment offered is seven days or less.

## APPENDIX V

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
NATIONAL EMPLOYMENT SERVICE OFFICES BY PROVINCES DURING  
THE YEAR MARCH 29, 1946, TO APRIL 3, 1947

Provinces	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
Prince Edward Island.....	3,502	1,345	236	8	3,738	1,353	5,091
Nova Scotia.....	23,578	8,064	909	1,137	24,487	9,201	33,688
New Brunswick.....	18,569	4,700	1,044	1,170	19,613	5,870	25,483
Quebec.....	117,461	30,701	705	5,677	118,166	36,378	154,544
Ontario.....	256,884	80,421	8,447	14,891	265,331	95,312	360,643
Manitoba.....	30,767	14,451	5,970	9,104	36,737	23,555	60,292
Saskatchewan.....	20,477	8,768	3,774	3,758	24,251	12,526	36,777
Alberta.....	43,310	13,822	3,720	6,431	47,030	20,253	67,283
British Columbia.....	78,189	26,783	7,660	8,160	85,849	34,943	120,792
Totals for Canada.....	592,737	189,055	32,465	50,336	625,202	239,391	864,593
Comparable Totals— Year 1945-46.....	953,934	272,301	17,941	34,833	971,875	307,134	1,279,009

\* Placements are termed "Casual" when the duration of the employment offered is seven days or less.



## APPENDIX VI

APPLICATIONS FOR EMPLOYMENT AS REGISTERED BY THE NATIONAL  
EMPLOYMENT SERVICE OFFICES DURING THE YEAR MARCH 29,  
1946 TO APRIL 3, 1947

Provinces	Men	Women	Totals
Prince Edward Island.....	7,366	2,409	9,775
Nova Scotia.....	69,452	17,994	87,446
New Brunswick.....	51,670	11,970	63,640
Quebec.....	343,049	109,244	452,293
Ontario.....	506,508	165,454	671,962
Manitoba.....	91,723	39,148	130,871
Saskatchewan.....	63,504	24,026	87,530
Alberta.....	85,934	34,554	120,488
British Columbia.....	195,489	72,969	268,458
Totals for Canada.....	1,414,695	477,768	1,892,463
Comparable Totals, Year 1945-46.....	1,852,628	589,645	2,442,273

## APPENDIX VII

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
NATIONAL EMPLOYMENT SERVICE OFFICES DURING THE YEAR  
MARCH 29, 1946, TO APRIL 3, 1947

Provinces	Men	Women	Totals
Prince Edward Island.....	4,778	2,194	6,972
Nova Scotia.....	39,391	17,307	56,698
New Brunswick.....	38,030	12,725	50,755
Quebec.....	345,879	108,453	454,332
Ontario.....	566,326	274,117	840,443
Manitoba.....	63,309	40,114	103,423
Saskatchewan.....	41,293	20,838	62,131
Alberta.....	77,205	32,538	109,743
British Columbia.....	160,346	65,066	225,412
Totals for Canada.....	1,336,557	573,352	1,909,909
Comparable Totals, Year 1945-46.....	1,599,607	602,903	2,202,510

## APPENDIX VIII

EMPLOYMENT OPERATIONS OF THE NATIONAL EMPLOYMENT SERVICE  
OFFICES MARCH 29, 1946, TO APRIL 3, 1947

Province		Applications Registered	Vacancies Notified	Placements Effectuated
Prince Edward Island.....	Male	7,366	4,778	3,738
	Female	2,409	2,194	1,353
	Total	9,775	6,972	5,091
Nova Scotia.....	Male	69,452	39,391	24,487
	Female	17,994	17,307	9,201
	Total	87,446	56,698	33,688
New Brunswick.....	Male	51,670	38,030	19,613
	Female	11,970	12,725	5,870
	Total	63,640	50,755	25,483
Quebec.....	Male	343,049	345,879	118,166
	Female	109,244	108,453	36,378
	Total	452,293	454,332	154,544
Ontario.....	Male	506,508	566,326	265,331
	Female	165,454	274,117	95,312
	Total	671,962	840,443	360,643
Manitoba.....	Male	91,723	63,309	36,737
	Female	39,148	40,114	23,555
	Total	130,871	103,423	60,292
Saskatchewan.....	Male	63,504	41,293	24,251
	Female	24,026	20,838	12,526
	Total	87,530	62,131	36,777
Alberta.....	Male	85,934	77,205	47,030
	Female	34,554	32,538	20,253
	Total	120,488	109,743	67,283
British Columbia.....	Male	195,489	160,346	85,849
	Female	72,969	65,066	34,943
	Total	268,458	225,412	120,792
Canada.....	Male	1,414,695	1,336,557	625,202
	Female	477,768	573,352	239,391
	Total	1,892,463	1,909,909	864,593

## APPENDIX IX

NUMBER OF PERSONS WORKING IN INSURABLE EMPLOYMENT AT APRIL 1, 1946  
CLASSIFIED BY INDUSTRY AND PROVINCE (Based on a 10 per cent Sample Count)

INDUSTRY Employers' product or activity	Canada	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
Agriculture <sup>1</sup> .....	1,460	10	10	10	110	490	130	190	150	360
Fishing, Hunting and Trapping <sup>2</sup> .....	270		20	10		80	70	20	10	60
Forestry and Logging <sup>2</sup> .....	2,010				260	630	10	10	110	990
Mining.....	68,470	20	15,830	800	11,760	19,170	2,340	450	10,270	7,830
Coal.....	26,900		15,410	480	10	10	10	310	8,010	2,660
Oil, Gas Wells and Quarrying.....	4,400	20	230	280	990	660	60	50	2,010	100
Other Mining.....	37,170		190	40	10,760	18,500	2,270	90	250	5,070
Manufacturing.....	916,640	1,270	23,360	17,960	300,720	453,430	28,960	10,480	21,260	59,200
Animal Foods.....	46,540	340	2,120	1,900	6,750	18,460	4,540	3,190	5,320	3,920
Leather and Fur Products.....	39,400	20	240	440	20,180	16,250	1,180	110	300	680
Vegetable Foods.....	56,570	190	1,250	1,570	12,810	29,800	3,450	1,260	2,210	4,030
Other Vegetable Products.....	40,050	20	370	340	16,320	19,700	720	400	600	1,580
Pulp, Paper Products and Print- ing.....	95,590	90	1,980	3,830	30,700	46,460	3,370	1,080	1,460	6,620
Sawmills and Planing Mills.....	35,700	10	840	2,200	7,510	6,940	660	370	1,130	16,040
Other Wood Products.....	32,180	90	1,150	550	11,110	13,850	1,160	220	670	3,380
Textile Products.....	144,200	20	1,740	1,740	76,210	56,400	4,840	180	990	2,080
Iron and Its Products.....	241,790	250	11,050	3,330	63,090	137,110	5,430	2,300	4,280	14,950
Non-Ferrous and Metal Pro- ducts.....	69,590	120	140	720	21,650	43,860	770	160	400	1,770
Non-Metallic Mineral Products.....	34,850		1,190	240	9,690	18,490	880	760	2,010	1,590
Chemical Products.....	32,320	100	140	130	12,810	17,290	610	130	450	660
Miscellaneous Products.....	28,390		40	450	7,400	17,930	1,150	90	310	1,020
Electricity, Gas and Water Supply.....	19,470	20	1,110	520	4,490	10,890	200	230	1,130	880
Construction.....	90,870	280	3,370	1,940	27,970	34,110	3,590	2,220	4,520	12,870
Buildings and Structures.....	86,280	280	3,280	1,850	26,820	32,480	3,480	2,210	4,100	11,750
Highway.....	2,300		80	30	590	930	80	10	90	490
All Other.....	2,290		10	30	560	700	30		330	630
Transportation and Communica- tion.....	217,150	310	5,040	14,280	53,540	67,290	42,540	4,530	12,830	16,790
Railway (including express).....	126,520		1,910	12,220	29,630	30,390	34,460	2,630	8,840	6,440
Water <sup>3</sup> .....	4,850	40	690	290	1,940	650	150	10	270	810
All Other.....	85,780	270	2,440	1,770	21,970	36,250	7,930	1,890	3,720	9,540
Trade.....	340,430	1,500	13,330	11,640	82,300	129,700	27,720	17,030	21,660	35,550
Finance and Insurance.....	67,710	150	1,650	1,230	17,530	32,360	4,410	2,100	2,450	5,830
Services.....	248,190	610	10,950	4,140	49,960	120,500	12,620	8,630	14,120	26,660
Business.....	13,210		260	160	4,130	5,800	910	400	580	970
Hotel and Restaurant.....	72,140	150	2,410	1,500	18,680	25,520	4,150	3,790	6,280	9,660
Professional and Public.....	115,070	230	6,590	1,310	14,620	70,210	4,290	2,810	4,670	10,340
Recreational.....	13,750	30	580	300	2,970	6,030	940	510	750	1,640
All Other.....	34,020	200	1,110	870	9,560	12,940	2,330	1,120	1,840	4,050
Unspecified.....	13,220	10	350	460	3,580	4,640	2,280	320	430	1,150
Unemployed.....	175,760	70	5,800	1,320	76,700	41,670	14,340	6,730	6,920	22,210
Totals.....	2,142,180	4,230	79,710	53,790	624,430	904,070	139,010	52,710	94,730	189,500
Total number of Unemployment Insurance Books issued during the year 1946-47 <sup>3</sup> .....	3,255,238	11,287	121,979	109,205	903,647	1,333,071	184,311	100,873	156,192	334,673

<sup>1</sup>This statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewal of April, 1946.

<sup>2</sup>For the purpose of classifying insured persons by industry, the census classification is used. The Unemployment Insurance Act, excepts from unemployment insurance persons engaged in certain employment, e.g. "employment in agriculture, horticulture and forestry," employment in fishing, etc." However, it is possible that persons who under the census classification are in excepted employment may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time the employing firm or person may be placed in agriculture according to the census classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally excepted.

<sup>3</sup>The workers classified (2,142,180) are those actually in the insured working forces at April 1, 1946. The larger figure (3,255,238) includes all those who were employed in insurable employment at any time during the period April 1, 1946 to March 31, 1947.



## UNEMPLOYMENT INSURANCE COMMISSION

## APPENDIX X

## UNEMPLOYMENT INSURANCE COMMISSION

STATEMENT OF ASSETS AND LIABILITIES OF THE UNEMPLOYMENT INSURANCE  
FUND AS AT MARCH 31, 1947

## ASSETS

Cash on deposit with Receiver General.....	\$ 9,918,240 71	
Amount on deposit with chartered banks for benefit warrant settlements.....	397,500 00	
Advances to local offices for payment of benefits by cash.....	767,000 00	
Investment Securities—		
Dominion of Canada Bonds at cost (Par value \$347,251,000).....	\$364,485,495 25	
Deduct amortization of premium <i>less</i> accumulation of discount.....	6,074,931 47	
Book value.....	\$ 358,410,563 78	
Accrued interest on investments.....	3,973,620 00	
		362,384,183 78
		<u>\$ 373,466,924 49</u>

## LIABILITIES

Outstanding benefit warrants.....	\$ 587,859 19	
Contributions—refundable to unlocated persons.....	439 66	
Balance at credit of fund—		
Balance, March 31, 1946.....	\$ 317,240,660 34	
Add net revenue for twelve month period ended March 31, 1947.....	55,637,965 30	
		372,878,625 64
		<u>\$ 373,466,924 49</u>

## APPENDIX XI

## UNEMPLOYMENT INSURANCE COMMISSION

STATEMENT OF REVENUE AND EXPENDITURE OF THE UNEMPLOYMENT  
INSURANCE FUND FOR THE 12 MONTH PERIOD ENDED MARCH 31, 1947

## REVENUE

Contributions—Employers and Employees		
Stamps.....	\$41,042,425 28	
Meter.....	11,500,028 37	
Bulk:		
General.....	\$15,332,800 45	
Contributions for Armed Service....	8,139,494 00	
	23,472,294 45	
Miscellaneous.....	282 81	
		\$76,015,030 91
Contributions—Dominion Government (20 per cent).....	15,203,457 58	
Fines received.....	3,820 43	
Investment securities:		
Net interest earned after provision for amortization of premium and accumulation of discount.....	7,497,254 00	
Profit on sale of securities.....	32,731 56	
		7,529,985 56
		<u>\$98,752,294 48</u>

## EXPENDITURE

Benefit payments.....	\$43,114,329 18	
Net Revenue.....	55,637,965 30	
		<u>\$98,752,294 48</u>

## APPENDIX XII

## STATEMENT OF EMPLOYER AND EMPLOYEE CONTRIBUTIONS AND PROPORTION OF TOTAL INSURED EMPLOYEES ESTIMATED BY CLASSES FOR THE FISCAL YEAR ENDED MARCH 31, 1947

Class	Weekly Earnings	Employer	Employee	Combined Total	Per Cent of Combined Total	Per Cent of Employees by Contribution Class
		\$ cts.	\$ cts.	\$ cts.		
0.....	Less than 90c. a day.....	275,492 31	.....	275,492 31	0.4	0.8
1.....	\$ 5.40 - \$7.49....	68,873 08	41,582 31	110,455 39	0.1	0.3
2.....	7.50 - 9.59....	172,182 70	83,164 62	255,347 32	0.3	0.5
3.....	9.60 - 11.99....	447,675 01	332,658 48	780,333 49	1.0	1.4
4.....	12.00 - 14.99....	1,170,842 33	956,393 15	2,127,235 48	2.8	3.6
5.....	15.00 - 19.99....	3,615,836 60	3,243,420 34	6,859,256 94	9.0	10.5
6.....	20.00 - 25.99....	5,888,648 17	6,528,422 98	12,417,071 15	16.4	17.0
7.....	26.00 or more....	22,796,989 46	30,396,669 80	53,193,659 26	70.0	65.9
		34,436,539 66	41,582,311 68	76,018,851 34	100.0	100.0
		45.3%	54.7%	100.0%		

## APPENDIX XIII

## AUDITS AND INVESTIGATIONS COMPLETED BY UNEMPLOYMENT INSURANCE AUDITORS DURING THE FISCAL YEAR ENDED MARCH 31, 1947

Region	Number of Registered Employers	Number of Complete Employer Audits	Insurable Employees Covered	Amount of Overdue Contributions Established	Amount of Overdue Contributions Collected	Number of Special Investigations	Number of Audits Made for Other Govt. Depts.	Number of Auditors and Assistant Auditors
				\$ cts.	\$ cts.			
Maritime...	16,327	9,546	101,298	66,731 93	61,774 55	2,984	9,848	35
Quebec.....	61,589	34,297	461,217	265,354 53	267,503 32	6,749	20,014	113
Ontario.....	78,730	48,893	568,728	303,117 07	298,606 91	9,166	50,867	136
Prairie.....	47,637	22,188	180,994	188,340 86	188,944 67	8,039	24,931	77
Pacific.....	25,169	12,667	141,156	94,379 71	90,785 72	5,912	12,496	42
Total, 1946-47....	*229,452	127,591	1,453,393	917,924 10	907,615 17	32,850	118,156	403
Total, 1945-46....	198,514	104,057	1,017,122	955,281 36	969,592 19	23,579	159,290	395

\* This figure includes an estimated 39,320 employers who ceased business during the fiscal year, and an estimated 14,798 employers who reported "no insurable employees" as at March 31, 1947.

## APPENDIX XIV

INITIAL, RENEWAL AND REVISED\* CLAIMS FOR BENEFIT FILED AT LOCAL OFFICES; CLAIMS RECEIVED BY INSURANCE OFFICES FOR ADJUDICATION, AND AMOUNT OF BENEFIT PAID DURING THE FISCAL YEAR 1946-47

Province	Claims Filed at Local Offices	Claims Received at Insurance Offices	Claims			Amount of Benefit Paid
			Allowed	No Benefit Year Established	Dis- qualified	
						\$
Prince Edward Island.....	2,536	2,531	1,899	471	163	224,131
Nova Scotia.....	35,113	34,620	24,097	4,956	5,172	2,868,333
New Brunswick.....	16,276	16,128	11,529	2,845	1,651	1,218,106
Quebec.....	153,045	152,246	104,188	18,058	28,846	15,655,659
Ontario.....	164,626	157,508	129,699	15,481	18,341	14,474,847
Manitoba.....	30,018	29,598	22,512	3,278	3,470	2,515,256
Saskatchewan.....	15,343	15,110	10,394	1,807	2,276	1,108,990
Alberta.....	22,228	21,831	18,031	2,128	1,981	1,622,424
British Columbia.....	64,102	63,718	48,179	7,179	6,747	6,198,704
Total.....	503,287	493,290	370,528	56,203	68,647	45,886,450

\* This includes 41,859 revised claims that have been subject to one or more adjudications.



## APPENDIX XV

REPORT OF ACTIVE CLAIMANTS\* SIGNING THE UNEMPLOYMENT REGISTER DURING THE LAST SIX DAYS OF  
EACH MONTH DURING FISCAL YEAR 1946-47

Province	April	May	June	July	August	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March
Prince Edward Island.....	1. 811	518	320	306	267	245	211	304	521	780	910	899
	2. ....	.....	.....	.....	.....	.....	2	2	2	2	4	4
Nova Scotia.....	1. 6,092	5,204	4,502	4,403	3,821	3,004	4,227	4,506	5,495	7,465	8,494	9,382
	2. ....	.....	.....	.....	.....	.....	839	619	463	532	529	732
New Brunswick.....	1. 3,890	2,770	2,123	1,777	1,529	1,396	1,543	1,045	2,347	3,054	3,957	4,397
	2. ....	.....	.....	.....	.....	.....	105	225	73	61	33	24
Quebec.....	1. 50,151	36,030	30,523	24,631	20,818	19,175	17,558	19,760	26,738	32,361	34,051	32,047
	2. ....	.....	.....	.....	.....	.....	808	803	741	591	865	595
Ontario.....	1. 35,127	32,020	24,340	21,594	22,131	21,006	20,878	21,396	25,784	30,066	30,072	27,274
	2. ....	.....	.....	.....	.....	.....	4,470	1,342	1,549	468	336	295
Manitoba.....	1. 7,112	5,009	4,924	3,478	3,205	2,889	3,133	3,504	5,139	7,541	8,554	8,275
	2. ....	.....	.....	.....	.....	.....	5	10	9	10	13	22
Saskatchewan.....	1. 2,571	1,804	1,522	1,282	984	1,076	1,240	1,871	3,200	4,417	4,633	4,466
	2. ....	.....	.....	.....	.....	.....	4	6	4	16	7	3
Alberta.....	1. 3,690	2,520	1,911	1,738	1,496	1,959	1,722	2,559	3,068	4,824	5,344	4,983
	2. ....	.....	.....	.....	.....	.....	96	51	53	106	431	2,012
British Columbia.....	1. 14,506	12,935	12,217	9,326	7,571	6,332	6,524	8,215	11,482	13,487	14,047	11,568
	2. ....	.....	.....	.....	.....	.....	110	98	77	95	140	68
Total.....	1. 123,950	98,810	82,382	68,535	61,822	57,682	57,036	63,760	84,374	103,995	110,062	103,291
	2. ....	.....	.....	.....	.....	.....	6,439	3,156	2,971	1,881	2,358	3,755

\* Prior to October 1st information was received on Ordinary Claimants only.

1 Ordinary Claimants.

2 Casual and short-time claimants reported for the months October to March.

APPENDIX XVI  
AMOUNT OF BENEFIT PAID OUT AND NUMBER OF BENEFICIARIES BY PROVINCES  
DURING FISCAL YEAR 1946-47

Province	1. Amount Paid (in \$) 2. Number of Beneficiaries Total	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March
P. E. Island.....	1. 211,613 2. ....	15,897 385	26,411 610	17,453 423	12,274 353	11,784 373	13,185 286	9,079 243	8,181 208	11,487 379	23,739 519	25,889 646	36,524 847
Nova Scotia.....	1. 2,730,610 2. ....	173,687 3,948	289,774 6,478	223,958 4,722	193,718 4,420	186,219 4,498	245,523 4,273	182,072 4,373	163,480 3,979	171,709 4,700	267,130 5,769	275,300 6,535	358,040 7,667
New Brunswick..	1. 1,163,464 2. ....	68,967 1,615	140,971 2,990	124,600 2,487	95,090 1,945	85,289 2,328	103,982 1,910	65,613 1,657	63,367 1,461	69,295 2,127	97,614 2,217	103,417 2,612	145,349 3,170
Quebec.....	1. 14,587,479 2. ....	1,735,626 36,419	2,124,552 51,287	1,641,774 39,494	1,119,515 29,366	948,792 26,653	1,066,865 24,443	744,101 20,227	650,951 18,470	715,962 20,747	1,236,156 29,351	1,218,193 32,684	1,384,992 34,923
Ontario.....	1. 13,690,702 2. ....	1,394,099 33,264	1,481,600 37,249	1,427,649 32,924	1,022,092 26,532	917,082 20,894	1,228,287 27,288	994,377 25,248	818,279 23,233	882,221 22,429	1,946,674 27,907	1,133,418 30,084	1,214,944 28,521
Manitoba.....	1. 2,318,005 2. ....	155,987 3,955	270,310 7,760	249,425 6,531	167,355 4,882	143,569 3,934	146,866 3,636	112,682 2,984	116,524 3,416	139,194 4,175	246,951 6,373	262,084 7,400	307,778 8,002
Saskatchewan....	1. 1,050,586 2. ....	77,873 2,207	94,999 2,933	76,613 2,058	56,885 1,434	50,166 1,396	50,109 1,218	42,194 1,208	45,855 1,331	66,533 2,003	142,084 3,456	158,714 4,244	188,559 4,554
Alberta.....	1. 1,535,298 2. ....	123,933 3,162	147,305 4,082	115,957 2,947	83,797 2,301	76,388 2,052	85,996 2,007	74,438 2,046	79,271 2,091	112,693 3,033	192,225 4,713	198,067 6,012	245,298 6,904
British Columbia.	1. 5,874,502 2. ....	541,409 11,552	645,948 14,477	565,566 11,645	554,260 12,605	442,009 11,100	461,647 9,701	399,121 7,455	290,633 7,516	339,020 9,230	554,656 12,532	541,772 12,745	598,461 14,027
Total.....	1. 43,162,259 2. ....	4,287,388	5,221,370	4,472,995	3,304,896	2,861,278	3,402,460	2,463,677	2,236,541	2,568,116	4,006,529	3,916,634	4,479,875

APPENDIX XVII  
REASONS GIVEN BY INSURANCE OFFICES FOR NOT ESTABLISHING BENEFIT YEAR AND FOR DISQUALIFICATIONS  
DURING FISCAL YEAR 1946-47

Reasons S. 28 (1) (a) (i) (ii)	Total	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia
Insufficient Contributions.....	54,171	464	4,800	2,706	17,673	14,716	3,152	1,714	2,053	6,893
Not in Insurable Employment.....	19				19					
<i>S. 28 (1) (b)</i> Class "C" Contributions.....	805	3	64	54	351	221	38	27	26	21
<i>S. 28 (1) (c)</i> Application not made in prescribed manner...	2,320	5	109	109	375	1,142	126	95	58	301
<i>S. 28 (1) (d)</i> Under 16 years of age.....	125		8	8	34	54	15	1	1	4
<i>S. 27 (a)</i> Not unemployed.....	5,994	15	233	101	3,030	1,446	206	792	102	69
<i>S. 27 (b)</i> Not capable of work.....	1,167	1	21	9	515	370	62	80	43	66
Not available for work.....	2,635	10	149	86	1,221	709	162	121	107	70
<i>S. 39 (1)</i> Loss of work due to a Labour Dispute.....	8,648		2,406	16	3,406	1,620	25	5	63	1,107
<i>S. 40 (1) (a)</i> Refusal of offer of work.....	9,515	5	378	171	3,867	3,046	619	348	179	902
<i>S. 40 (1) (b)</i> Neglect of opportunity to work.....	841		29	9	328	251	33	9	116	66
<i>S. 40 (1) (c)</i> Failure to carry out written directions.....	554		26	33	268	26	110	38	9	44
<i>S. 40 (1)</i> Non-attendance at course of instruction.....	14				13					1
<i>S. 41</i> Employment lost by own misconduct.....	4,713	5	104	69	2,415	1,514	231	82	144	149
Voluntarily leaving without just cause.....	33,271	126	1,801	1,121	13,352	8,701	1,968	770	1,201	4,231
<i>S. 42</i> Inmate of prison.....	12			1	2	6	1	1		1
Resident outside of Canada.....										
<i>S. 38 (3)</i> Seasonal employment.....	8								7	1
<i>S. 55 (2) (b) (11)</i> Other Reasons.....	35				35					
	3			3						
Total.....	124,850	634	10,128	4,496	46,904	33,822	6,748	4,083	4,109	13,926



## APPENDIX XVIII

## COURTS OF REFEREES FUNCTIONING DURING

THE FISCAL YEAR 1946-47

*Prince Edward Island—*  
Charlottetown

*Nova Scotia—*  
Amherst  
Halifax  
New Glasgow  
Sydney  
Yarmouth

*New Brunswick—*  
Bathurst  
Fredericton  
Minto  
Moncton  
Saint John

*Quebec—*  
Chicoutimi  
Dolbeau  
Drummondville  
Hull  
Montreal  
Quebec  
Roberval  
Rouyn  
St. Hyacinthe  
Shawinigan Falls  
Sherbrooke  
Sorel  
Thetford Mines  
Three Rivers  
Valleyfield

*Ontario—*  
Belleville  
Brantford  
Chatham  
Cornwall  
Galt  
Guelph  
Hamilton

*Ontario—concluded—*

Kingston  
Kirkland Lake  
Kitchener-Waterloo  
London  
North Bay  
Orillia  
Oshawa  
Ottawa  
Owen Sound  
Peterborough  
St. Catharines  
Sarnia  
\*Fort William-Port Arthur  
Stratford  
Sudbury  
Sault Ste. Marie  
Timmins  
Toronto  
Welland  
Windsor

*Manitoba—*  
Winnipeg

*Saskatchewan—*  
Moose Jaw  
Regina  
Saskatoon  
Yorkton

*Alberta—*  
Calgary  
Edmonton  
Lethbridge  
Medicine Hat

*British Columbia—*  
Nelson  
Prince Rupert  
Vancouver  
Victoria

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\* Under Manitoba jurisdiction.

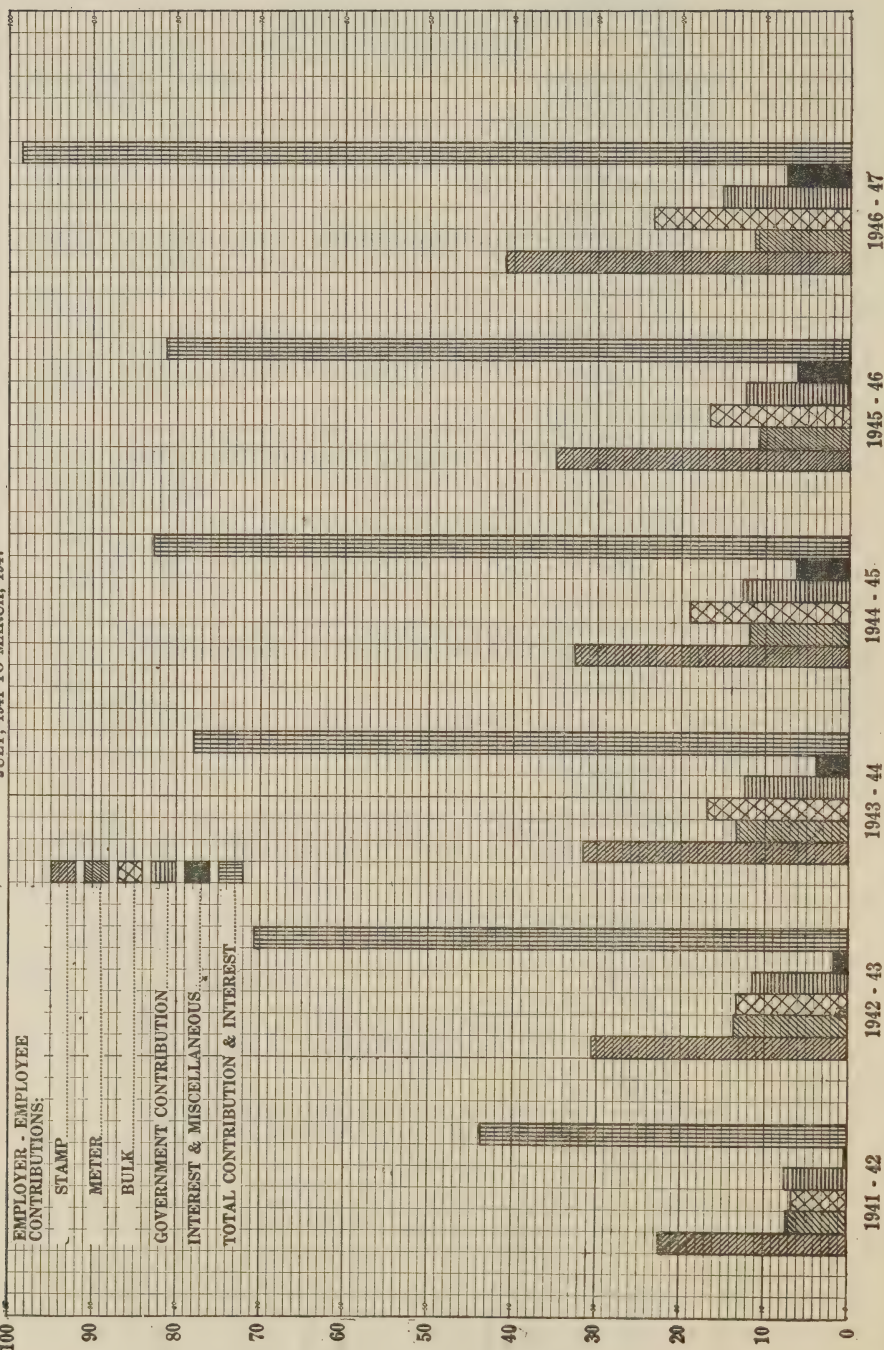
APPENDIX XIX  
 APPEALS AND REFERENCE TO THE COURTS OF REFEREES AND APPEALS TO THE UMPIRE  
 DURING THE FISCAL YEAR 1946-47

Province	Pending on April 1, 1946	Appeals by Claim- ants	Refer- ences by Insurance Officers	Total	Pending on March 31, 1947	With- drawn	Heard	Court's Decision		Umpire's Decisions	
								Allowed	Dis- allowed	Claimants Appeals	
										Upheld	Not Upheld
Prince Edward Island	3	29	.....	32	3	3	26	5	21	.....	.....
Nova Scotia.....	66	730	6	892	55	66	681	215	466	.....	5 1
New Brunswick.....	27	418	2	447	24	60	363	53	310	.....	2 .....
Quebec.....	1,470	10,831	.....	12,301	319	1,361	10,021	1,400	9,221	3	13 5
Ontario.....	546	5,364	19	5,929	227	717	4,985	906	4,079	5	25 7
Manitoba.....	51	1,403	3	1,457	55	13	1,389	347	1,042	.....	4 2
Saskatchewan.....	10	539	5	554	27	31	496	70	426	1	2 5 .....
Alberta.....	27	849	2	878	33	253	592	123	469	.....	6 3 1
British Columbia.....	110	2,367	13	2,490	121	288	2,081	240	1,841	1	7 3 1
Total.....	2,310	22,530	50	24,890	864	2,792	21,234	3,359	17,875	10	61 63 17

# UNEMPLOYMENT INSURANCE FUND GRAPH SHOWING TOTAL REVENUE TO THE FUND BY FISCAL YEARS AND BY SOURCE JULY, 1941 TO MARCH, 1947

MILLIONS  
OF  
DOLLARS

GRAPH A

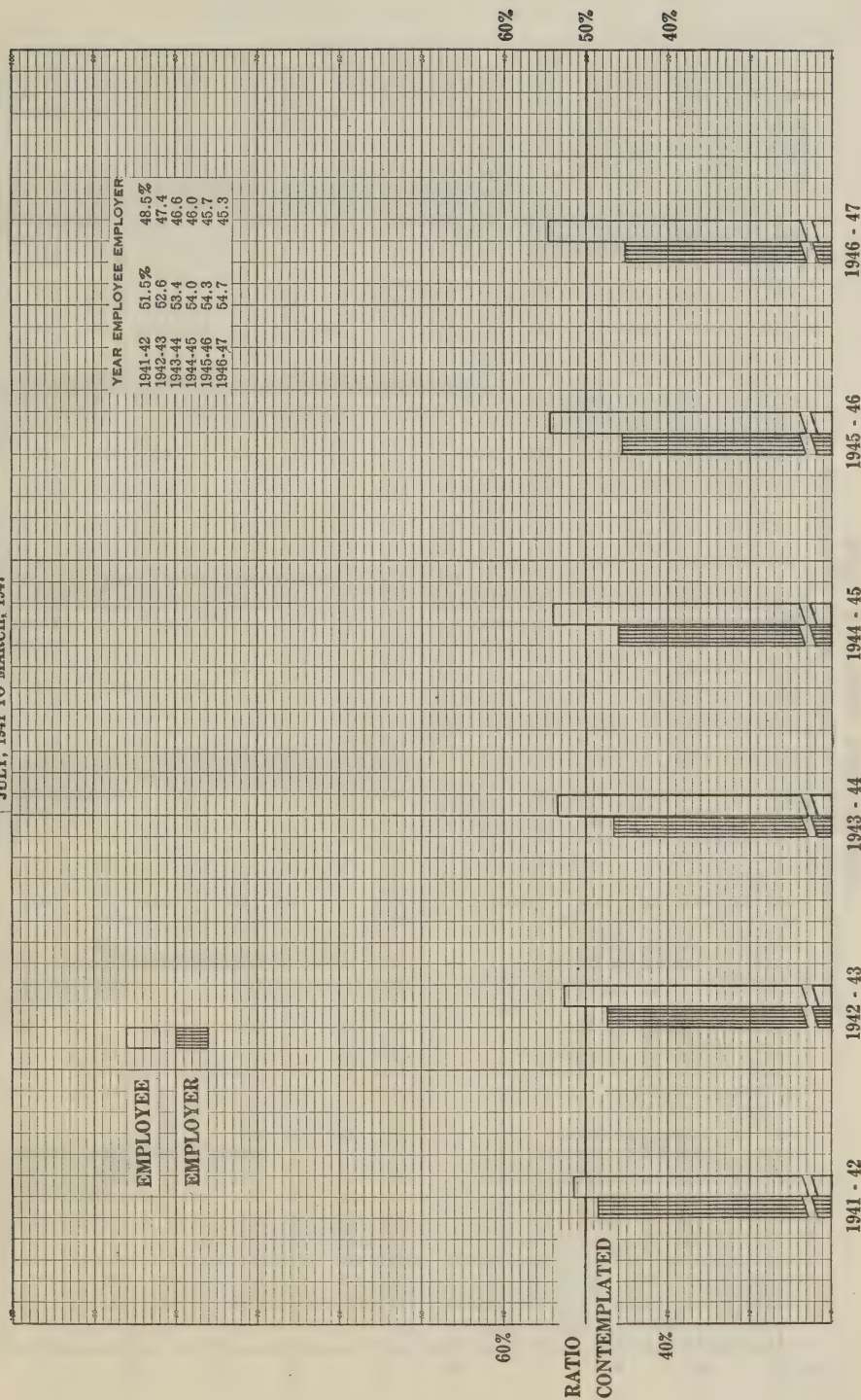




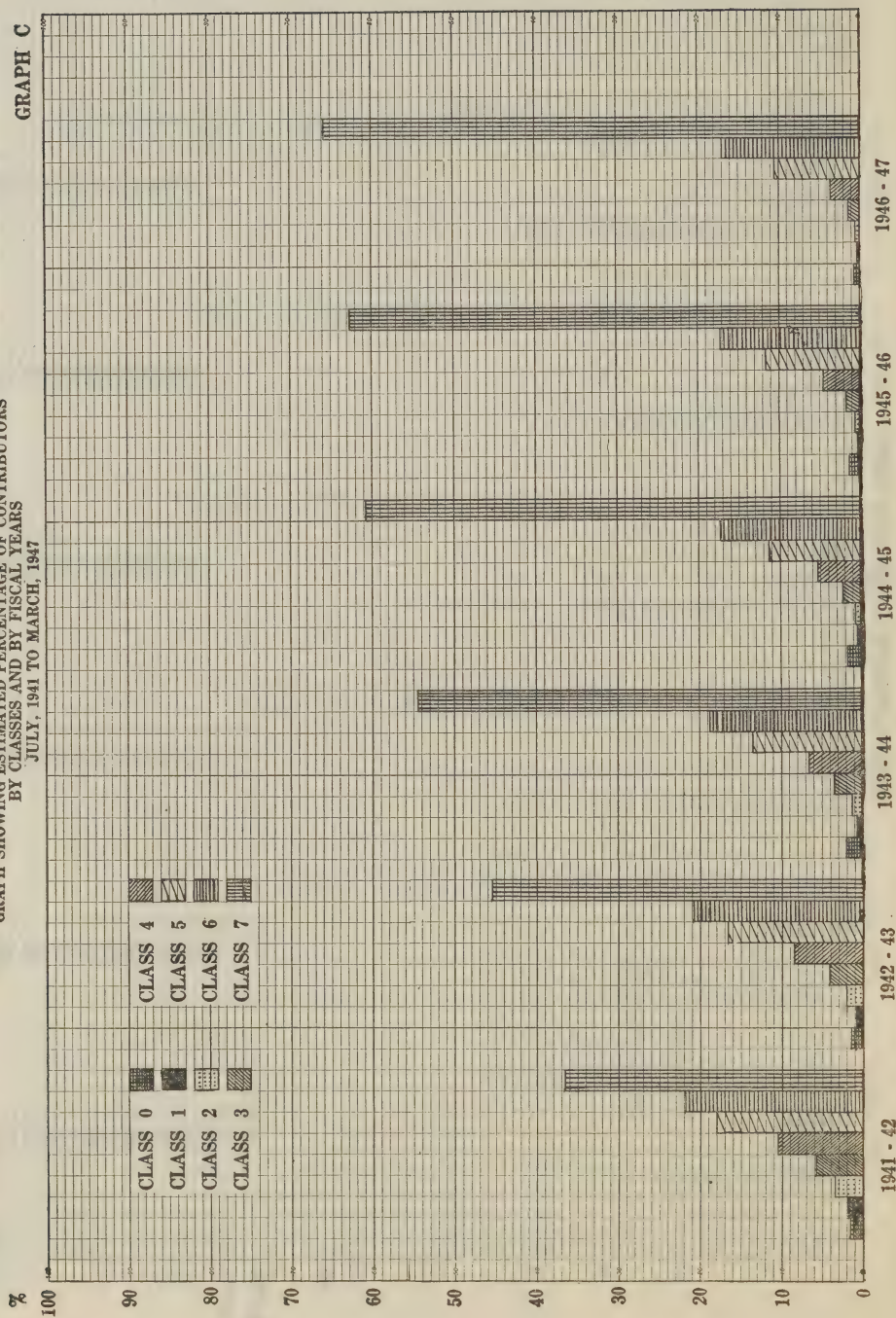
# UNEMPLOYMENT INSURANCE FUND

GRAPH SHOWING ESTIMATED RATIO OF EMPLOYEE TO EMPLOYER SHARES  
OF COMBINED EMPLOYEE-EMPLOYER CONTRIBUTIONS BY FISCAL YEARS  
JULY, 1941 TO MARCH, 1947

GRAPH B

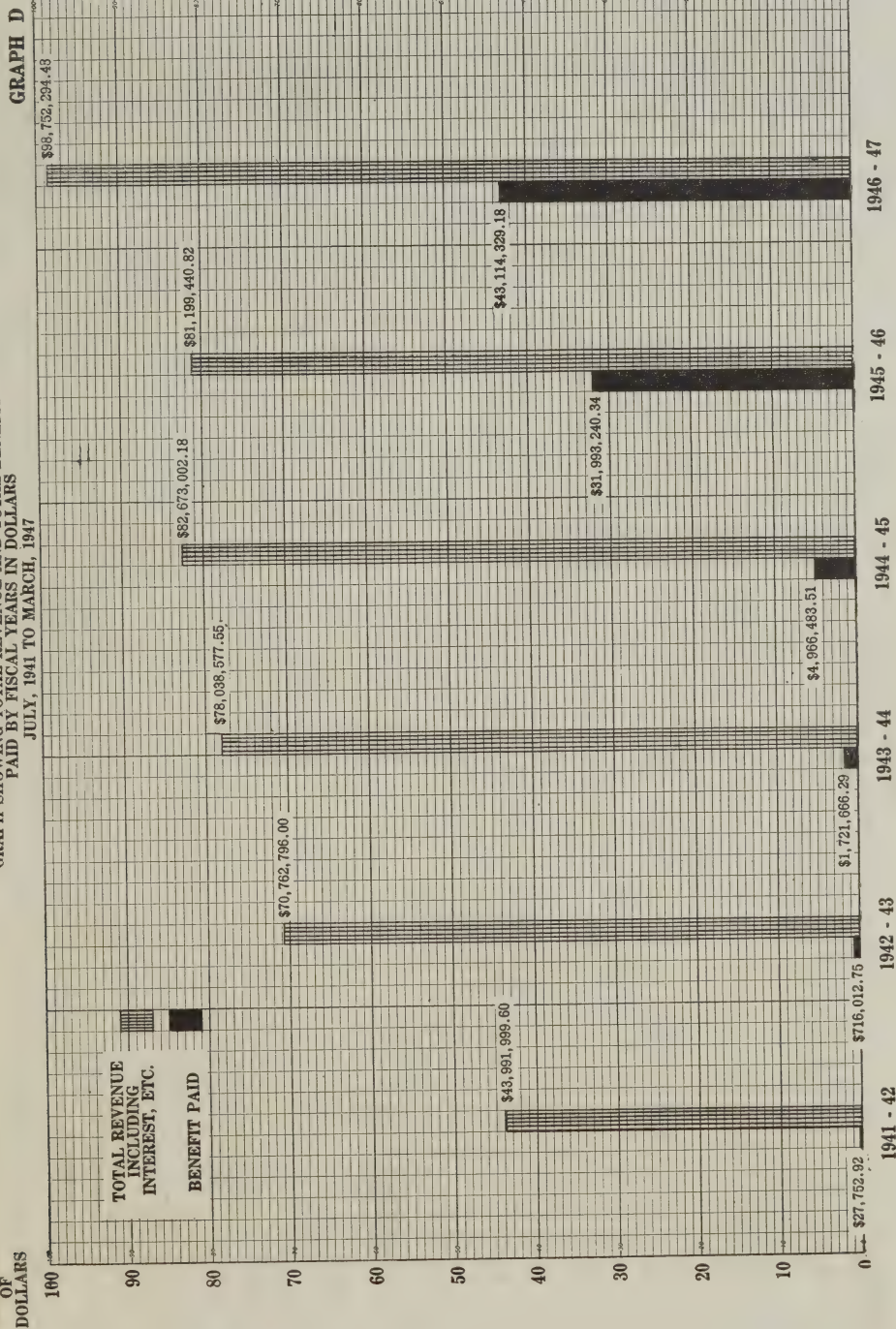


UNEMPLOYMENT INSURANCE FUND  
GRAPH SHOWING ESTIMATED PERCENTAGE OF CONTRIBUTORS  
BY CLASSES AND BY FISCAL YEARS  
JULY, 1941 TO MARCH, 1947





# UNEMPLOYMENT INSURANCE FUND GRAPH SHOWING TOTAL REVENUE AND TOTAL BENEFIT PAID BY FISCAL YEARS IN DOLLARS JULY, 1941 TO MARCH, 1947

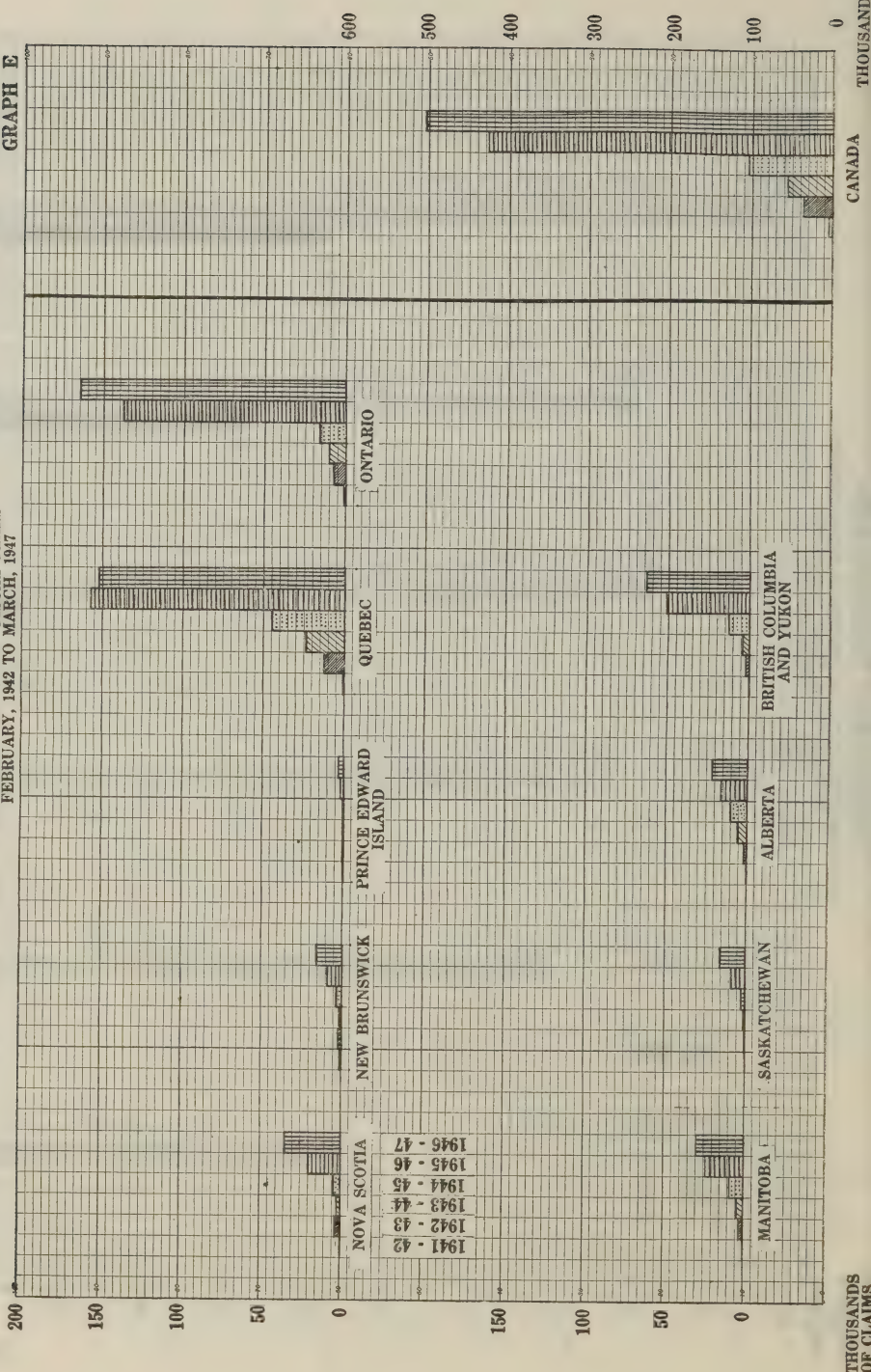




# UNEMPLOYMENT INSURANCE FUND

GRAPH SHOWING NUMBER OF CLAIMS RECEIVED AT LOCAL OFFICES  
BY PROVINCES AND BY FISCAL YEARS  
FEBRUARY, 1942 TO MARCH, 1947

GRAPH E









Gov. Doc  
Can  
Com  
U

Canada. Unemployment Insurance  
Commission

CAI L 73

-A56

7



PRESENTED TO PARLIAMENT BY COMMAND

# SEVENTH ANNUAL REPORT

FISCAL YEAR ENDING MARCH 31, 1948

1947/48



THE UNEMPLOYMENT INSURANCE COMMISSION  
OTTAWA, CANADA



MINISTER OF LABOUR



CANADA

*To His Excellency*

*Field-Marshal The Right Honourable Viscount Alexander of Tunis,  
K.G., G.C.B., G.C.M.G., C.S.I., D.S.O., M.C., L.L.D., A.D.C.,  
Governor General and  
Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Unemployment Insurance Commission for the fiscal year ending March 31, 1948, all of which is respectfully submitted.

A handwritten signature in dark ink, appearing to read 'Humphrey McIntosh', with a long horizontal flourish extending to the right.

MINISTER OF LABOUR.

May 28, 1948.





## UNEMPLOYMENT INSURANCE COMMISSION

May 27, 1948.

*To the Hon. Humphrey Mitchell,*  
MINISTER OF LABOUR.

SIR,

We have the honour to submit herewith for the information of Parliament the seventh Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1947, to March 31, 1948, except where otherwise indicated.

The report is prepared in compliance with Section 99 of the Unemployment Insurance Act.

Respectfully submitted,

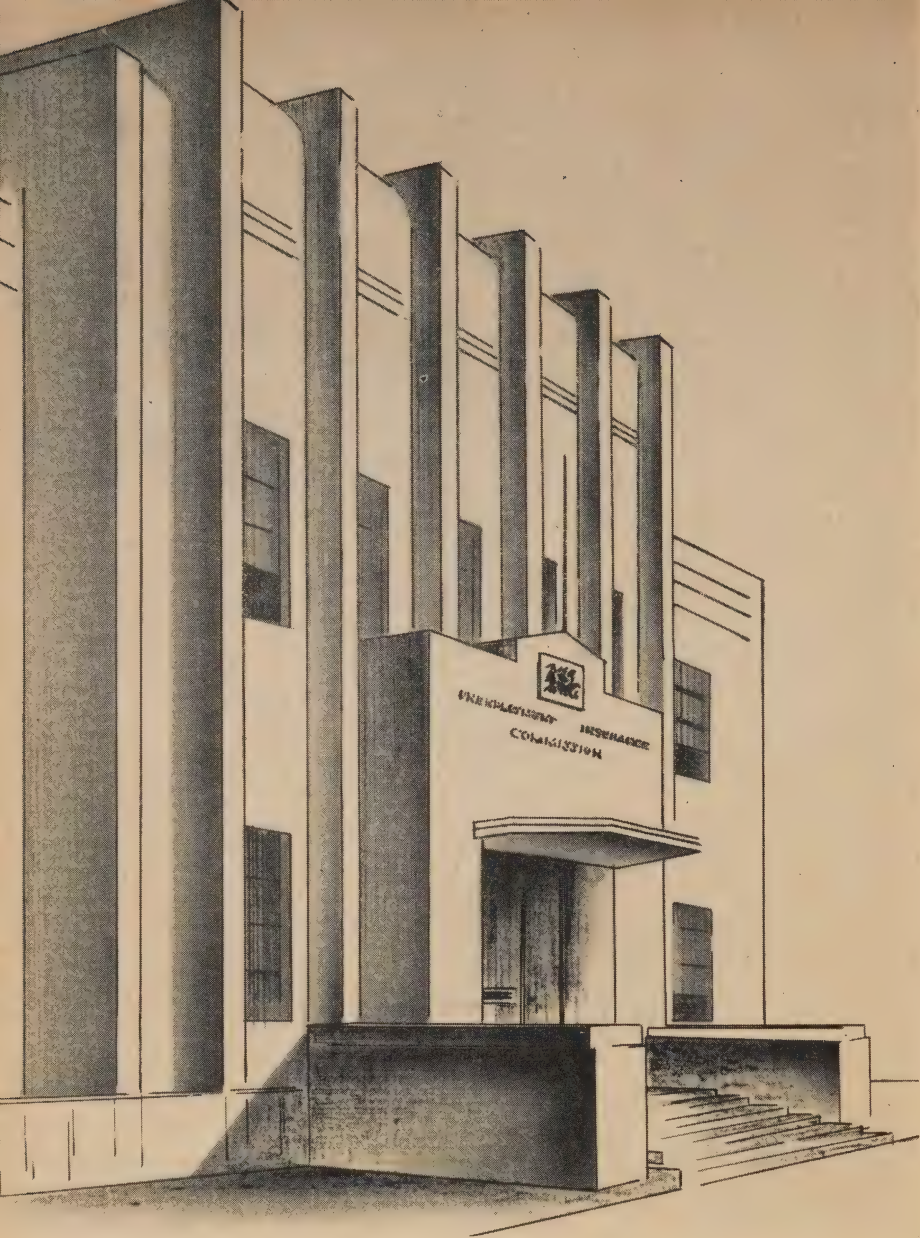
CHIEF COMMISSIONER,

COMMISSIONER,

COMMISSIONER.

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*Proposed type of office building for  
The National Employment Service  
in a community of 15,000.*



# UNEMPLOYMENT INSURANCE COMMISSION

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## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1948

Presented to Parliament pursuant to the provisions of the Unemployment Insurance Act, 1940, as amended.

### INTRODUCTION

The fiscal year 1947-48 saw the Unemployment Insurance organization assume a position of increasing importance in the economic and social life of Canada. Conditions in Europe resulted in an unprecedented movement of persons from that disturbed continent to North America. Canada, with her great area and comparatively sparse population, inevitably became the Mecca for thousands of voluntary immigrants in search of liberty, peace and prosperity. Thousands more, in the category of "displaced persons", were brought from various European countries on the understanding that they would engage in stipulated work.

#### IN THE FRONT LINE

The country-wide organization of the Unemployment Insurance Commission found itself in the front line of this activity. Just as, during the war, it became the operating agency for National Selective Service, so in these post-war years of drifting populations, the chain of Local Employment Offices, 280 in number, was called upon to function in a role hardly contemplated when the Unemployment Insurance Act was passed in 1940.

The National Employment Service, administered by the Commission, in addition to its normal duties, assisted in the selection of thousands of these emigrants to Canada, and assumed full charge of their placement in the country of their adoption. Many problems arose. Some still arise from time to time. But the work has gone on systematically and successfully, and regular checking on placements testifies to its effectiveness.

#### MOVEMENT IN CANADA AND U.S.A.

While this transfer of workers from European countries to Canada was going on, Canadians were themselves being moved, in considerable number, by the National Employment Service, in order to satisfy employment needs and assist in national production. More than 20,000 persons were sent, some of them over distances of 1,500 miles, to harvest hay, grain, vegetable, fruit and root crops. The movement was two-way in its nature, harvesters going from the West to Ontario, while later in the season, they went from Ontario to the Prairie Provinces.

Exemplifying the "good neighbour" relationship existing between Canada and the United States, several thousand men and women from Quebec and New Brunswick were moved to Maine and other Northern States to assist in harvesting the potato crop. Pulpwood cutters from Quebec and New Brunswick also went to the United States. A large number of skilled workers for the Ontario tobacco crop came from the United States. This ebb and flow across the international boundary line has now become a movement organized by the National Employment Service.

#### UNEMPLOYED WORKERS BENEFIT

Half a dozen years of unemployment insurance has demonstrated its value in the Canadian economy. While Canada has been blessed with a high level of employment during the greater part of that period, the past year has developed some areas of unemployment in which workers, temporarily deprived of employment, were able to benefit materially from the plan. In such cases the claim that unemployment insurance is "a first line of defence" against the hardships attendant on unemployment, was fully substantiated.

#### "CEILING" RAISED

In line with the general policy of expanding coverage, and after adequate investigation, employment in stevedoring was included in the insurable categories. This extension of coverage became effective on April 1st, 1948. The "ceiling" for insurability, originally fixed at \$2000. and raised to \$2400. in 1943 was again heightened as from January 1st, 1948. This action was based on statistical evidence of a very marked increase in wages. Salaried workers are now insured up to \$3120. a year. Persons paid at hourly, daily or piece rates remain insurable regardless of the amount of earnings.

#### THE FUND

During the year the Unemployment Insurance Fund topped the \$400,000,000. mark. The exact amount of net balance in the Fund at the end of the 1947-48 Fiscal Year was \$447,734,939.21. This amount has been built up since July 1st, 1941 by contributions of employers, employees and the Dominion Government. Benefit payments totalled \$34,947,020.32 during the past fiscal year. Entire costs of administration are paid by the Dominion Government.

#### IN THREE SECTIONS

This report falls naturally into three sections:—Administration, Employment, and Insurance. It will be obvious that an organization comprising five Regional and 280 Local Offices and conducting an active daily business with the public, cannot

hope, in a brief report, to record in any great detail a year's work. On the other hand, the use of charts and tables will, it is hoped, serve to round out the story.

What the future will bring it is, of course, impossible to predict. The Commission hopes, as time goes on, that more workers not now insured, will be included under the plan. Constant consideration is given to the possibility of widening coverage in order to include uninsured occupations. In the employment field it is anticipated that the movement of displaced persons and their placement in suitable employment will proceed for some little time. The movement of workers across the international boundary line, as need arises, will continue. In order that the Commission's work may proceed in a satisfactory manner, it is urged that adequate buildings be constructed, where necessary. Adoption of such a general policy would, it is felt, work out economically in the long run.

#### A COOPERATIVE PLAN

In presenting its seventh annual report, the Commission feels that it should express its belief that much of the progress which has been made grew from the generous support and cooperation of the Canadian people. The unemployment insurance plan, now firmly rooted in the Canadian economy, is a cooperative venture. True, it is administered by the Commission and operated by its staff, but employers and workers outside this staff, are nevertheless partners in the programme. This feeling of partnership with the public in a great social undertaking tends to develop an atmosphere favourable for the solution of problems which, in human relations, inevitably arise from time to time.

### ADMINISTRATION

#### THE COMMISSION

At the opening of the year under review, members of the Commission in charge of administering the Unemployment Insurance Act, were J. G. Bisson, Chief Commissioner, G. W. Ritchie, Commissioner appointed after consultation with organizations representing employers, and R. J. Tallon, appointed after consultation with employee organizations. Mr. Ritchie had, however, obtained leave of absence because of ill health and C. A. L. Murchison was appointed Acting Commissioner during Mr. Ritchie's absence.

Mr. Ritchie subsequently found that he would be unable to continue as a member of the Commission, and resigned. The vacancy was filled by the appointment of Mr. Murchison on June 1st, 1947.

#### STAFF RELATIONS BRANCH

In keeping with the general program of staff reduction in the Civil Service, the Commission's regular staff was reduced



from 8847 to 8500 during the months of February and March 1947. On April 30th the number was 7835, and on March 31st, 1948, there were 7133 regular employees, distributed as follows:—

Head Office.....	335
Pacific Region.....	850
Prairie Region.....	1264
Ontario Region.....	2065
Quebec Region.....	1971
Maritime Region.....	648

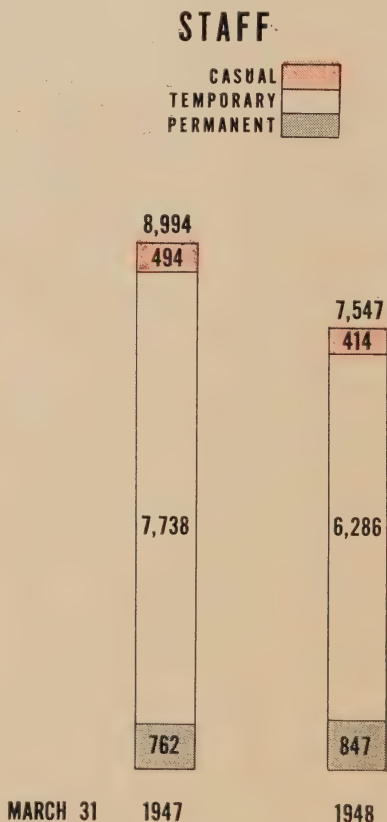
There were, in addition, 494 casual employees on strength at March 31st, 1947, and 414 at March 31st, 1948.

One of the factors contributing to staff reduction was the non-replacement of employees who separated. Staff turnover for the fiscal year was approximately 12.5%, compared with 29.3% during the previous year.

Of the 7133 regular employees (male and female) on strength at the end of the fiscal year, 35% had given active service overseas; of the male staff, 60% were in this category. It is interesting to note that in November 1945, women composed 56.6% of the staff; on March 31st, 1948, they formed 44%.

The year witnessed concerted efforts by the Civil Service Commission and this Commission toward the permanent appointment of temporary employees. By March 31st specific recommendations to the Civil Service Commission had reached a number which, if approved, would more than double the permanent staff — without, of course, changing the overall staff strength, as the action involved is the change in status of present employees from temporary to permanent.

Preliminary work was undertaken in connection with the employee rating and employee welfare programs. These are long-term programs, and in the course of the next twelve months the benefits to the organization should begin to become apparent.



## TECHNICAL SERVICES BRANCH

*Inspection*

Supervising Inspectors were engaged in reviewing inspection reports, on-the-job training and supervision of Travelling Supervisors in the field, in conducting special investigations and assisting the Planning and Methods Division to inaugurate new systems and procedures. Conferences of Travelling Supervisors were held in the various regions to instruct them in the proper use of the Inspection Guide and Inspection Schedules. At Head Office the routine work included maintenance of data on premises, local office operating statistics, investigations and submission of recommendations for use by the Staff and Establishment Committee, and the examination of requests for the extension or curtailment of local office and itinerant services.

A conference of the Head Office inspection staff and regional technical services officers was held in Ottawa in June 1947 to determine ways and means of shortening the present inspection routine and to plan for future inspection procedures and improved methods of reporting. In the field Travelling Supervisors completed a total of 447 local office inspections covering all aspects of local office activities.



*Staff Training in a Local Office*

*Staff Training*

This Division has developed training programmes on a planned basis throughout the five regions. A recognized period of training of 2½ hours per week has been established. Training material has been prepared on the various phases of the work of the Commission. The average number of employees receiving

formal training each month has been 4992. Organized training has been conducted each month in practically all local offices.

In addition to the foregoing a considerable amount of on-the-job or individual training has been done. Over 4,000 employees have taken advantage of an opportunity given them to study various aspects of the work of the Commission by means of correspondence courses.

Head Office and regional supervisors of staff training have visited local offices regularly where they have encouraged and assisted in developing and conducting planned staff training programmes.

### *Planning and Methods*

A time study which provides weights to be used as a basis for staff requirements in local offices was completed. The data provided is now being used in the Inspection Division in assessing requests for additional staff, reclassifications, etc.

The Administration Manual, incorporating all amendments to date, was rewritten and, in addition, the revision of the Employment Manual has been completed.

Studies are being carried on by the Planning and Methods Division in connections with:—

- (a) the cost of individual operations with a view to standardization of costs in local offices,
- (b) the establishment of a standard pattern as to type and grade of personnel in local offices of similar grades.

Work at Head Office included the drafting of manuals, drafting, editing and reviewing of circulars, preparation of office lay-outs, and the designing of forms.

### LEGAL BRANCH

The Unemployment Insurance Act, with its provisions for an unemployment insurance scheme involving payment of contributions and benefit and the operation of the National Employment Service, affects nearly every phase of life in Canada. It is natural that administration and operation of the Act should give rise to a great number and variety of legal problems. These problems are dealt with by the Legal Branch as a normal part of their routine work and it is not feasible in this report to describe them.

Mention may be made, however, that the regulations and special orders of the Commission were consolidated as of December 31st, 1947. Coverage was extended to stevedoring with consequent new regulations applicable to that industry. Additional measures were taken to discover and prevent violations of the Act and to make more effective use of investigating officers in the investigation and prosecution of fraudulent benefit claims.

A statistical summary of prosecutions is given as Appendix III.



## PUBLIC RELATIONS BRANCH

It is recognized that every member of the staff who comes into contact with the public is, in a very real sense, one of the Commission's public relations officers. Every effort is made to impress upon such officers the importance of efficient and courteous service. They are taught that the unemployment insurance programme is a cooperative undertaking in the success of which the public is, and has a right to be, keenly interested. Offices of the Commission, it is emphasized, are community centres where the public is welcome and where every assistance possible in the employment and insurance fields will be given.

In the five regions, public relations officers were engaged during the year in preparing and distributing informative material for press and radio. The latter has been used considerably in forwarding various phases of the Commission's activities.

A committee on public relations at Head Office reviewed material in the form of pamphlets and booklets originating in Ottawa, and otherwise assisted the Commission in public relations work.

## LIBRARY

In furthering the work of the library, a catalogue containing information regarding all publications available for loan was issued to the staff.

During the year ending March 31st, 1948, 2,169 publications were loaned to staff members both at Head Office and in the field. In addition, periodicals containing information on social security, business administration and other subjects were circulated regularly to officials at Head Office.



*Registration for Employment in a Local Office*

## STATISTICS

The arrangement with the Dominion Bureau of Statistics under which insurance statistics gathered by the Commission from regional and local offices are processed and analysed for reports by the Bureau, is still in effect. Publication of reports and data concerning the operation of the National Employment Service is in the hands of the Research and Statistics Branch, Department of Labour.

## ADMINISTRATIVE COSTS

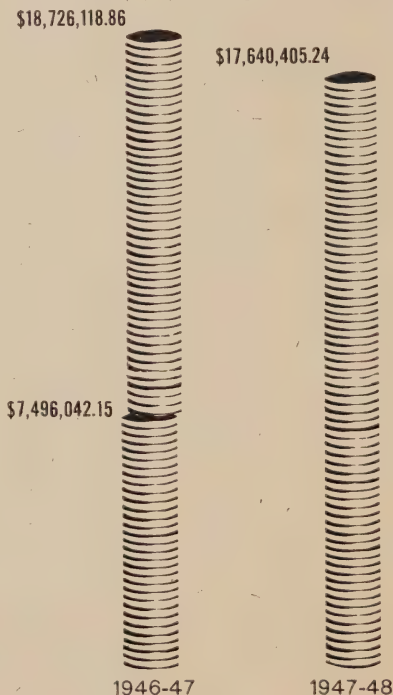
Administrative costs chargeable to the Unemployment Insurance Vote during the fiscal year totalled \$17,640,405.24. In previous years administration costs were apportioned, more or less arbitrarily, in line with the varied activities carried on in the offices of the Commission. During the past fiscal year, this procedure was changed so that all administration expenditures are included in the above total. For purposes of comparison, it is necessary to total amounts expended in the previous year on National Selective Service, Demobilization and Rehabilitation, and Unemployment Insurance. This total is \$18,726,118.86.

The cost of operating the National Employment Service, which is available to all workers in Canada whether insured or not, is included in the total of \$17,640,405.24. The Commission is constantly on the alert to effect economies and cut down administration costs whenever this can be done without sacrificing efficiency. It should be remembered that the value of the National Employment Service, or of any individual office in the service, cannot be determined merely on the basis of statistics. For example, the number of placements made by an office may not indicate accurately the service given to the community. A perusal of the section on Employment indicates the complex nature of the work and its importance.

For administrative costs see appendix II.

## ADMINISTRATION COSTS

Note: The cost in 1946-47 was \$7,496,042.15 charged to the vote of U.I.C. and \$11,230,076.71 charged to the war vote.



## TRIBUTE TO THE STAFF

The Commission once again has pleasure in expressing high appreciation of the way in which the staff has performed its duties during the year. Successful performance of these duties requires tact and courtesy, in addition to a knowledge of insurance and employment procedures, etc. Speaking generally, the record of performance has been excellent.



*Selection of Male Applicants for Employment opportunities*

**EMPLOYMENT BRANCH**

## GENERAL

The operations of the National Employment Service during the fiscal year under review were conducted with practically entire freedom from compulsory regulations. Regulations in effect during the war years were finally revoked in their entirety at the end of the previous fiscal year. As a result, there was some curtailment in operations due to the fact that both employers and workers were first inclined to take advantage of their new-found freedom. Many employers endeavoured to fill their vacancies and many workers endeavoured to find their own jobs without reference to the Employment Service. However, there has been a growing realization by a large number of both these groups that the Service has much to offer them and can be utilized to their advantage. The trend has now reversed itself and generally, employers and workers are taking advantage of the Service in increasing numbers.

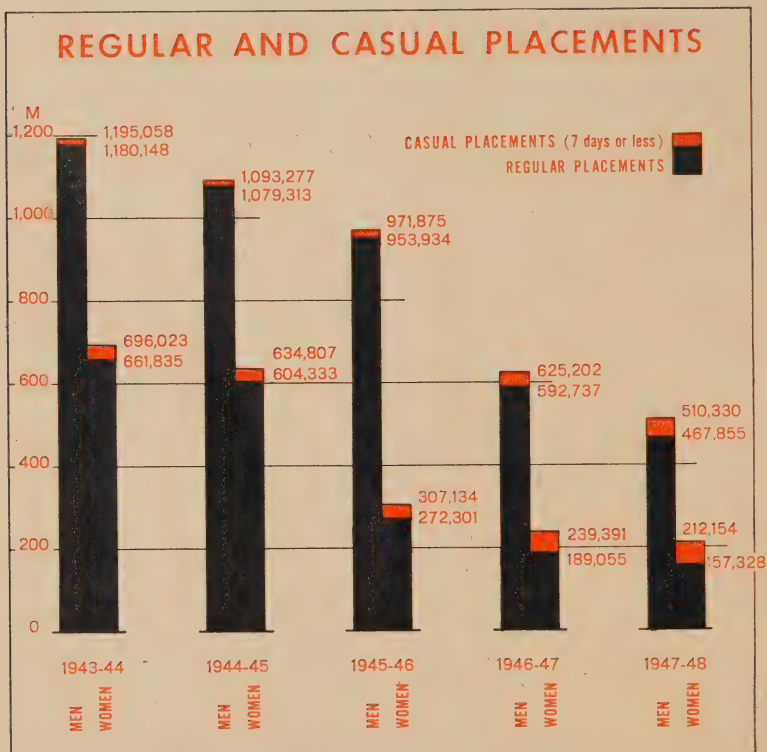
In appendices IV to VIII will be found statistical data which indicates the services rendered.



## GENERAL PLACEMENTS DIVISION

While one of the primary functions of a public employment office is to assist workers in a community in securing suitable employment within their own community, an equally useful, and certainly more dramatic function is the transfer of workers from one part of the country to another. The National Employment Service has amply demonstrated that it can undertake this difficult task successfully. For example, during the year, 20,000 persons were moved, some over distances of 1,500 miles, to harvest hay, grain, vegetable, fruit and root crops. More than 2,200 of this number went from Ontario and Quebec to the Prairie Provinces to help with grain harvesting. Earlier in the season over 1,100 men were transferred in the opposite direction from the Prairies to Ontario for haying and early harvesting. Almost 900 women and girls were recruited in the Prairies to harvest the small-fruit crop in the Fraser Valley in British Columbia. More than 3400 workers in the Maritime Provinces were transferred to meet the needs of apple and potato growers.

To assist in these movements, the province using the labour, together with the Federal Government, absorbed a major portion of the transportation costs as provided for under the terms of the Dominion-Provincial Farm Labour Agreement. These



labour transfers were an important factor in the successful harvesting of Canadian crops.

The transfer of workers had an international aspect with the moving of 700 persons from southern Manitoba to North Dakota, and over 6,000 men and women from Quebec and New Brunswick to Maine and other northern States for the potato crop. Several thousand New Brunswick and Quebec pulpwood cutters have also been assisted in finding employment in the



*Selecting Women to fill Employers' orders*

United States, and 275 workers from Southern Saskatchewan moved across the border to Montana for the sugar-beet harvest. An example of the reverse movement was the recruiting of a large number of skilled workers for the Ontario tobacco crop. The ebb and flow of workers across the international boundary has been a feature of Canada's economic life for many years, but it is now a movement organized by the National Employment Service. Its efforts replace the previous hit-and-miss methods of meeting seasonal requirements in agricultural and lumbering fields.

Transfers of men and women are not restricted, however, to agriculture and lumbering. Early in 1947, to relieve an unemployment situation in Nova Scotia, orders were obtained from employers in Ontario and Quebec and, with the Dominion Government providing transportation, 2,354 men and 288 women and girls were transferred to employment. This movement continued throughout a large part of the year, and foundries,

construction projects, agricultural implement manufacturers, knitting mills, shoe factories, mines and refineries were provided with much needed labour, and the Nova Scotians found well paid jobs. This movement was a major one, but transfers were made continually under our regular clearance system. Major activities of local offices were, of course, devoted to finding employment for workers in their respective localities.

Immigration of displaced persons from Europe has increased responsibilities of the National Employment Service during the year. Amongst these additional duties were those involved in securing employers' orders, providing personnel for selection of workers overseas, supervising their transportation in Canada, and maintaining active interest in their subsequent employment, including their transfer from one employer to another in the same industry when such action was appropriate. Many hundreds of letters of inquiry were received from Europe and other parts of the world regarding employment conditions in Canada. These were answered on the basis of employment information available.

Other work undertaken by this Division during the year included:—

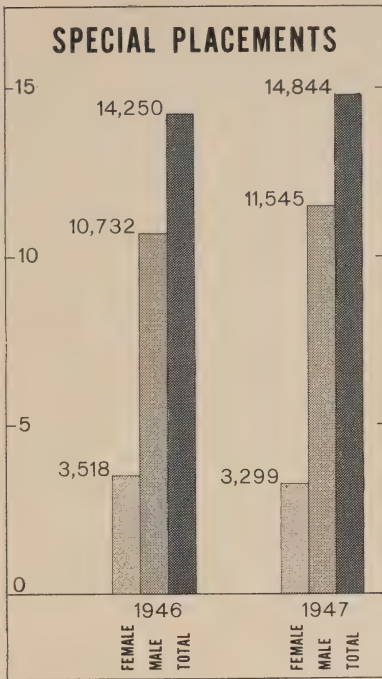
1. Surveying labour requirements of specific industrial groups including the mining, forestry, textile and shoe industries.
2. Informing workers on all factors involved in jobs to which they were being transferred. Thus a better selection resulted and a more effective service was given to employers.
3. Assisting the International Labour Office by supplying detailed, factual information on employment needs and techniques in Canada.
4. Cooperating with municipal authorities and other authorities in meeting emergency unemployment situations.
5. Establishing special sections to deal with seamen and with seafaring employment.
6. Conducting campaigns to obtain employment for the older worker.

#### SPECIAL PLACEMENTS DIVISION

Special placements is that phase of the work of the National Employment Service concerned primarily with counselling and placing in employment handicapped persons and first-jobbers. It also deals with men and women in need of further training. The division maintains that the so-called physically handicapped person, when properly placed in employment, is not vocationally handicapped. The extent to which employers of Canada have recognized this principle is shown by the fact that jobs were found for more disabled persons in 1947 than in the previous year.

As anticipated, the percentage of handicapped veterans increased to the point where, out of every three disabled men applying for employment, two had incurred their disabilities in the armed services. Close cooperation was maintained by the





Special Placements Division with the casualty rehabilitation section of the Department of Veterans Affairs, and with various provincial and national associations working on behalf of specific groups of handicapped. In many cases, cooperation took the definite form of advisory councils, pooling the entire resources of the community on behalf of handicapped veterans and others seeking employment suited to their disabilities.

Experience during the past five years has clearly demonstrated that there is a place in the National Employment Service for specialized attention to new entrants to employment; men and women who are in jobs not entirely suited to their interests and abilities; and the handicapped. All these groups require more

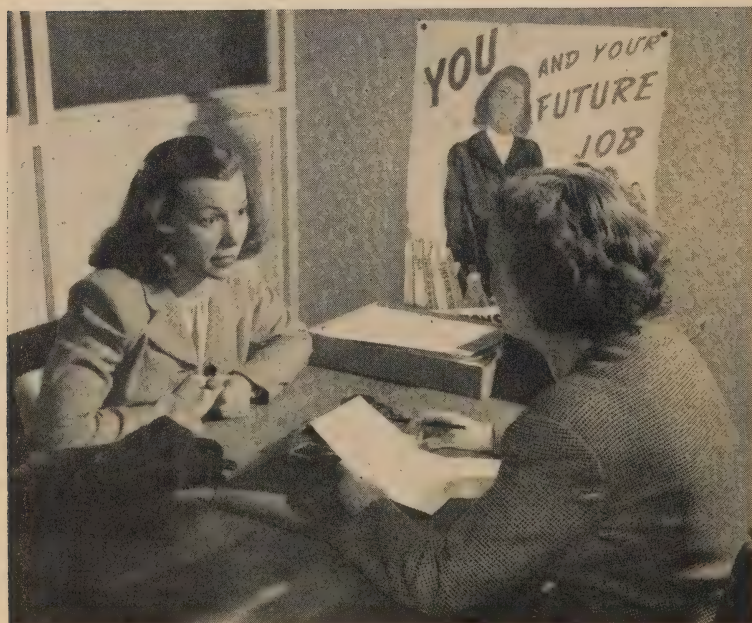
comprehensive and detailed counselling and advice than can be provided by an undifferentiated employment office.

A forward step in a specialized service to young people was taken during the year when the Chief Commissioner of the Unemployment Insurance Commission and the Mayor of Montreal officially opened a youth employment centre during the month of February, 1948. An immediate increase in registration of young persons and calls from employers for inexperienced help amply demonstrated the wisdom of the decision to provide this special service. A similar youth employment centre which has been operating in the City of Toronto during the past two years attracts over one thousand young people to its doors every month. In both cities, representatives of many different organizations interested in problems of young people make valuable contributions to the success of the projects by participating in advisory guidance and placement councils.

A further phase of the work of the special placements division has to do with selection of applicants for vocational training in courses designed to improve their chances of getting or holding a job.

Under certain conditions unemployment insurance benefit can be paid to men and women attending courses of training to which they have been referred by officers of the Commission. In other cases the local offices cooperate with provincial and federal government departments in selecting applicants for

## YOUTH EMPLOYMENT CENTRE

*The Door of Opportunity**The First Interview*





*Youth Centre — Applicants Studying Job Descriptions*

courses where federal and provincial governments share the cost of courses and of subsistence allowances. Since training, or lack of training, often has a direct bearing on whether a man or woman can obtain or hold a job, this phase of the activities of special placements is becoming increasingly important.

#### VETERANS PLACEMENTS DIVISION

The generally favourable employment conditions which prevailed during most of the fiscal year were reflected extensively in the ranks of veterans. In fact, the percentage of veterans to total workers seeking employment through National Employment Service offices showed a steady decline throughout the year, although the curve flattened out during the final months.

The manner in which nearly one million men and women who saw service in the armed forces have become re-absorbed into civilian life is a source of gratification to employment officials who have played no small part in the process. The extent to which the employment service participated in helping veterans to find jobs is shown by the fact that it placed more than 150,000 in employment during the first ten months of the fiscal year.

Through the medium of special veterans officers the National Employment Service provides services to veterans beyond assistance in finding jobs. These officers assume certain responsibilities on behalf of the Department of Veterans Affairs. The range and volume of this cooperation is indicated by the following record of interviews conducted in one month by a National Employment Service veteran's officer in a small office:—



Out-of-work Allowances.....	18	Pensions.....	46
Business Priorities.....	20	War Veterans Allowance.....	31
Re-establishment Credits.....	202	Veterans' Land Act.....	30
Loans.....	12	Employment.....	43
Treatment.....	14	Miscellaneous.....	22

In the fall of 1947, the system for dealing with veterans was revised to bring it in line with regular procedures and to provide a more permanent organization. The preference in referral enjoyed by pensioners and veterans with overseas service is retained, as is the special counselling service available to all veterans, but any veteran who can be placed in employment immediately is so placed without reference to the veterans unit. However, a veteran who has not been placed in employment at the end of thirty days becomes the object of special attention by the veterans unit set up in each local office.

In cooperation with the Department of Veterans Affairs, a special campaign to find work for older veterans was instituted during the year. The measure of success obtained is indicated by the number of jobs found for this group, which, for the fiscal year, totalled 18,451.

#### WOMEN'S DIVISION

At the beginning of the year there was a serious shortage of women workers in the service occupations throughout Canada. Earlier appeals had failed to attract unplaced female applicants, and the demand from service industries, as well as from hospitals and private homes, continued. Surveys made by local offices indicated that Canadian women are reluctant to accept domestic employment as long as jobs are available in industrial and mercantile industries, where generally higher wages and shorter hours prevail.

During the year, demand for female workers in industry eased considerably, while shortages in seasonal occupations, such as fruit pickers and workers in food processing plants, were met through transfers from areas of surplus.

Office workers, particularly clerks, were not in heavy demand, and large numbers received unemployment insurance benefit during the year. Employers' orders showed higher standards for stenographers, thus causing an increase in the number of applicants registered in this classification.

The announcement of changes in the government's immigration policy was followed immediately by joint plans of the Department of Labour and the Immigration Branch to bring to Canada 2,000 domestic workers from displaced persons camps in Europe.

By July, plans were under way to send selection teams to Europe, and women officers of the Employment Service arrived in Germany in August, where they immediately began interviewing applicants. The first group of these women arrived at

Halifax on October 9th, 1947, under the domestic D.P.'s project, developed jointly by the Department of Labour and the Unemployment Insurance Commission, through the National Employment Service.

From the arrival of each ship at Halifax to eventual placement with the employer, women officers have carried out the operations involved, acting as escort officers for parties en route, and dealing with allocation of individuals to employers in various parts of Canada. Responsibility for establishment of the new immigrant entering Canada as a domestic has been assumed by the Department of Labour, and in this undertaking women officers of the National Employment Service deal with problems of social welfare, health and rehabilitation, assisted by local committees consisting primarily of representatives of the Y.M.C.A. and the Catholic Women's League, and other women's organizations.



*A Local Office on a Busy Morning*

#### EXECUTIVE AND PROFESSIONAL DIVISION

It is becoming more generally known each year that this division of the National Employment Service concentrates its efforts on behalf of applicants who have technical, scientific, professional or managerial qualifications and serves employers requiring such personnel. During the year under review, the results of this comparatively new development were reflected in an increase in the number of employers' orders; an increase in the number of applicants; and an increase in the number of jobs found for executive and professional men and women. The experimental stage having passed, action was taken during the year to place this phase of the work of the National Employment Service on a permanent and continuing basis.

By the very nature of its work, the executive and professional division makes extensive use of employment service clearance facilities which enable the man looking for a job in Vancouver to be aware of vacancies for which he could qualify in Halifax. Both employers and persons accepted for registration in executive and professional categories expressed themselves frequently as highly gratified with the broadened scope of this service, provided by the clearance system.

During the year, the Department of External Affairs advised all their officers stationed abroad of the functions of this division. This has resulted in hundreds of inquiries from highly qualified people in all parts of the world. These inquiries have all been answered giving information on employment conditions in Canada.

Last year's campaign on behalf of university students was highly successful. The universities reported, on completion of the campaign, that all students who really wanted to work had either been placed or could be placed. A similar campaign is now under way this year, and indications point to equally good results. An important addition in the service provided this year has been the establishment of an employment office on the university campus, where the university in question had no employment bureau of its own. Such offices have been of material assistance to employers visiting the university to choose personnel from graduating classes, as well as to students seeking employment.

Throughout the year, continued efforts have been made to increase general knowledge of the division by means of publicity. This publicity was obtained through articles in newspapers and well known magazines, radio, and addresses to boards of trade, service clubs, professional societies, and other interested groups.

#### OCCUPATIONAL RESEARCH DIVISION

The Occupational Research Division will soon have ready for distribution to local offices a technical handbook on job analysis, a series of standard job descriptions and batteries of oral trade questions concerning certain occupational classifications. This material is for the purpose of aiding selection officers in their work of selecting from among applicants for work those best suited to fill the jobs for which orders are on hand.

Prior to April 1st, 1947, employers were required to submit to the National Employment Service, under National Selective Service regulations, individual notices of hirings and separations. As a result of careful consideration, it was decided that both employers and the National Employment Service would be relieved of a considerable amount of work by having employers report their hirings and separations semi-annually, in a single report. After discussing this idea with employers' representatives, it was decided to recommend that previous regulations be cancelled. New regulations were approved by authority of order-in-council P.C. 1118, dated March 28th, 1947. A semi-annual report form was designed and the necessary procedures to handle this report were planned and executed.





*Claimants Receiving Benefit Payments*

As a result of the first survey which covered March 1947 to August 1947 inclusive, it was found necessary to amend the regulations so that only employers of 10 or more insurable employees, in the case of single establishment firms, and all employers of one or more insurable employees in the case of chain or multiple organizations, would report. Although this change had the effect of reducing the number of reports from 200,000 to 60,000, the coverage is still better than 80% of the working population.

The purpose of the semi-annual report is to keep local offices fully informed as to hirings and separations taking place in their areas, and also to provide information which, when tabulated, will throw much light on labour turnover.

In December, 1947, a monthly bulletin in which is contained a brief report of activities, on a national basis, of the various branches of the Unemployment Insurance Commission, was developed. This forms an important link between Head Office and the field.

#### NATIONAL EMPLOYMENT COMMITTEE

The year saw a change in the chairmanship of the National Employment Committee. Mr. R. J. Tallon, who acted as Chairman ever since Mr. Tom Moore became ill, resigned from that position. He was succeeded by Judge W. J. Lindal, of Winnipeg, who, in accordance with the terms of the Unemployment Insurance Act, was appointed by the Commission. Judge Lindal's appointment, which became effective on July 1st, 1947, continues over a period of three years.

Previous to the appointment of Judge Lindal, and following its practice of meeting occasionally in the regions, the National Employment Committee met in Saint John, N.B., on April 14th and 15th, 1947. This meeting was productive of a number of suggestions with a view to assisting in solution of Maritime employment problems. It gave members of both National and Regional Committees an opportunity to discuss the Maritime situation and employment in Canada generally, in an atmosphere of friendly cooperation.

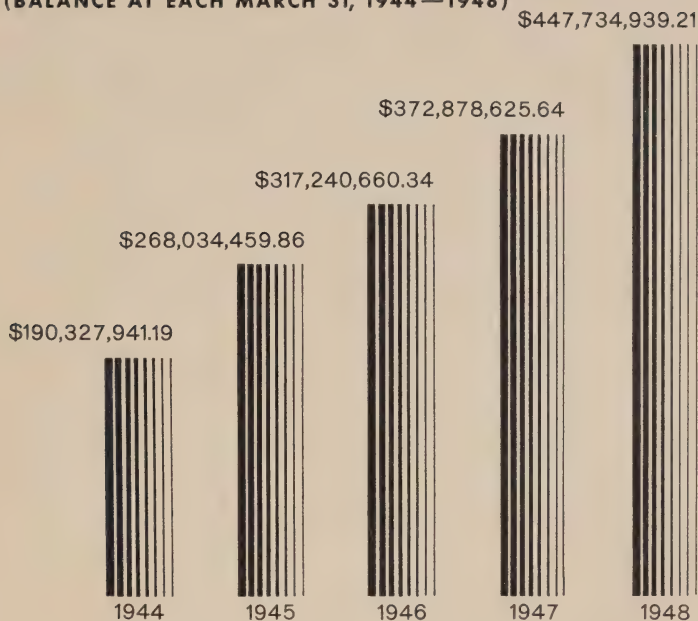
The assumption of the chairmanship by Judge Lindal resulted in a clarification of the functions and scope of National, Regional and Local Employment Committees. The fact that there exists no advisory committee on insurance at regional and local levels has resulted in the Commission's agreeing to the discussion of insurance matters by Regional and Local Committees. At the national level, these matters frequently come within the jurisdiction of the Insurance Advisory Committee. General agreement was reached that when insurance matters have a direct bearing on employment, they are legitimate subjects for discussion by the employment committees.

The five Regional Employment Committees continued to function during the year. Under the Committee organization, the Regional Committees are the channel through which resolutions of Local Employment Committees reach the National Employment Committee. Regional Committees can dispose of matters when these have only regional significance. However, if they are of wider importance, they are sent forward to the National Committee with the endorsement, if approved, of the Regional Committees.

Local Employment Committees now number 67. They are established by the Commission wherever there appears to be a demand for them. Before establishing Local Committees the Commission requires reasonable assurance that both employer and employee organizations in the locality concerned are interested and will support the Committee. Where a Local Committee is interested and active, and where close cooperation between the local office and the Committee prevails, it has been proven conclusively that these Committees can perform a very useful function.

**GROWTH OF UNEMPLOYMENT INSURANCE FUND**

(BALANCE AT EACH MARCH 31, 1944—1948)

**INSURANCE BRANCH**

## UNEMPLOYMENT INSURANCE FUND

*1947-48 Operations*

At March 31st, 1947, the balance in the Unemployment Insurance Fund was \$372,878,625.64. During the fiscal year 1947-48 revenue from contributions by employers, employees and the government totalled \$100,237,235.17. Miscellaneous revenue such as interest increased the total revenue to \$109,803,333.89. Expenditure on benefit payments was \$34,947,020.32, leaving a net balance at March 31st, 1948, of \$447,734,939.21. (See Appendices XVII and XVIII.)

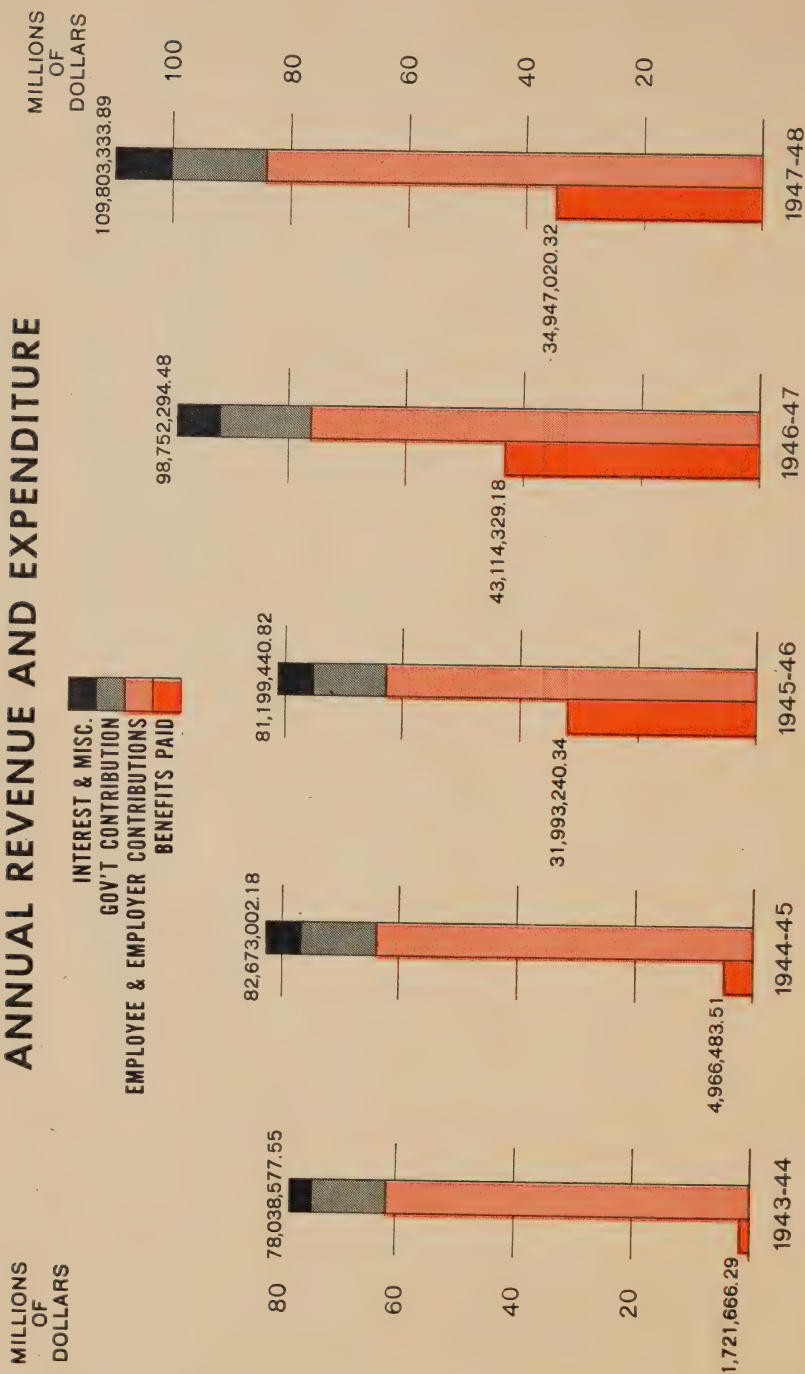
*Adequacy of Fund*

It may seem to some that this fund is larger than necessary. Suggestions have been made by employees and unions that benefit rates be raised, the waiting period shortened and the benefits under the Act increased generally. From employers have come suggestions that contributions should be lowered or perhaps dispensed with for a period.

However, it must not be forgotten that unemployment insurance is a long-range proposition. The Canadian scheme being on an actuarial basis, the fund must maintain adequate



## ANNUAL REVENUE AND EXPENDITURE



reserves to meet all its obligations. The state of the fund is under constant review by the Unemployment Insurance Advisory Committee. This is a Committee in which both labour and management are equally represented, independent of the Unemployment Insurance Commission and reporting directly to the Governor-in-Council and through it to Parliament. The last annual report of this Committee, dated July 29th, 1947, stated in part:—

“A fund of \$373,000,000 would appear to be a large fund. As a result of six years of high employment since the inception of the Act and an increase in contributions associated with rising earnings, it is a larger fund than could have been foreseen when the legislation was enacted. To say that it is large in terms of the undetermined liabilities of the future is another matter. The rights of contributors to benefit are being extended as the periods of contribution grow longer. The fund has not yet experienced the impact of serious unemployment. It is a matter of gratification that employment conditions have made it possible to build up the fund, which the Committee considers to be adequate for its purposes. The Committee sees no evidence, however, that the fund is larger than is desirable to meet the contingent liabilities.”

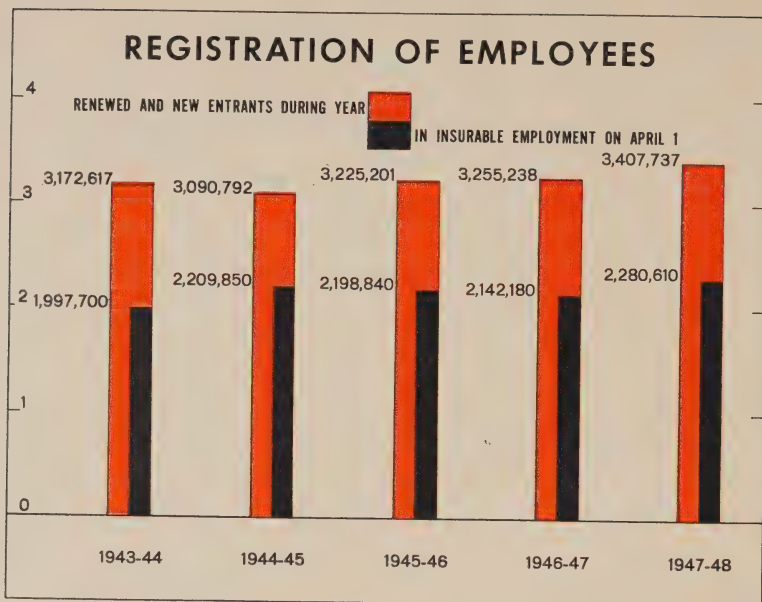
Statistics for the past 30 years show that in 15 of them unemployment in certain months has been greater than 10% of the working force. That would have been high enough to deplete the fund. In five of these years unemployment was very serious, rising to over 21% in 1931, and to a figure as high as 26% in certain months of 1933, a condition that would deplete any unemployment insurance fund. While no one wishes to contemplate a recurrence of unemployment on that scale, it is only sound to make provision for an unemployment insurance fund based on past experience. The statistics just mentioned, coupled with the fact that \$34,947,020.32 benefit was paid in 1947-48, a year of high employment, show that the present Fund, accumulated over seven years of high employment, cannot be called larger than is necessary to meet possible unemployment in future years.

When the Act was drafted it was the intention that employers and workers would make equal contributions to the fund—in the lower wage classes the employers paying more than the workers, and in the higher earnings classes the workers paying more than the employers. Over the years, due to higher wage levels and the concentration of workers in the higher contribution classes, employers have paid less than workers. Amended contribution rates have been recommended which will redress the balance as far as future contributions are concerned.

#### COVERAGE DIVISION

##### *Extension of Coverage*

In the 1940 Act the earnings limit for insurability was \$2000 and in 1943 it was raised to \$2400 to take account of the wartime rise in earnings. By 1947 the wage index showed an increase



of about 50% over the 1940 figure. It was therefore recommended that all salaried employers be insured up to \$3120 a year. This was done by Order-in-Council pursuant to Section 86(2), effective from January 1st, 1948. Persons paid at hourly, daily or piece rates remain insurable regardless of the amount of earnings.

After investigations and public hearings coverage was also extended under the powers given by Section 86(2) to employment in stevedoring, effective April 1st, 1948. This employment was excluded by the 1940 Act because of the administrative problems at ports where stevedores move from one employer to another in the same day and work for abnormally long and spasmodic periods, and because of the seasonality of the industry. These factors necessitated special techniques for determining the number of contribution days, collecting and recording the contributions and determining when a stevedore was unemployed. They also necessitated seasonal regulations for governing the payment of benefit in the off-season. With the cooperation of the Contributions, Claims and Audit Divisions methods were devised for overcoming these difficulties and off-seasons were determined and seasonal regulations applied to inland ports and to the winter ports of Halifax, N.S., and Saint John, N.B.

#### *Part-time Employment*

During the war certain classes of part-time employment were excluded by regulation from the provisions of the Act. Effective January 1, 1948, these regulations were revoked and part-time employees may now be issued individual certificates of exemption, if desired, as originally provided by Section 16 of the Act.



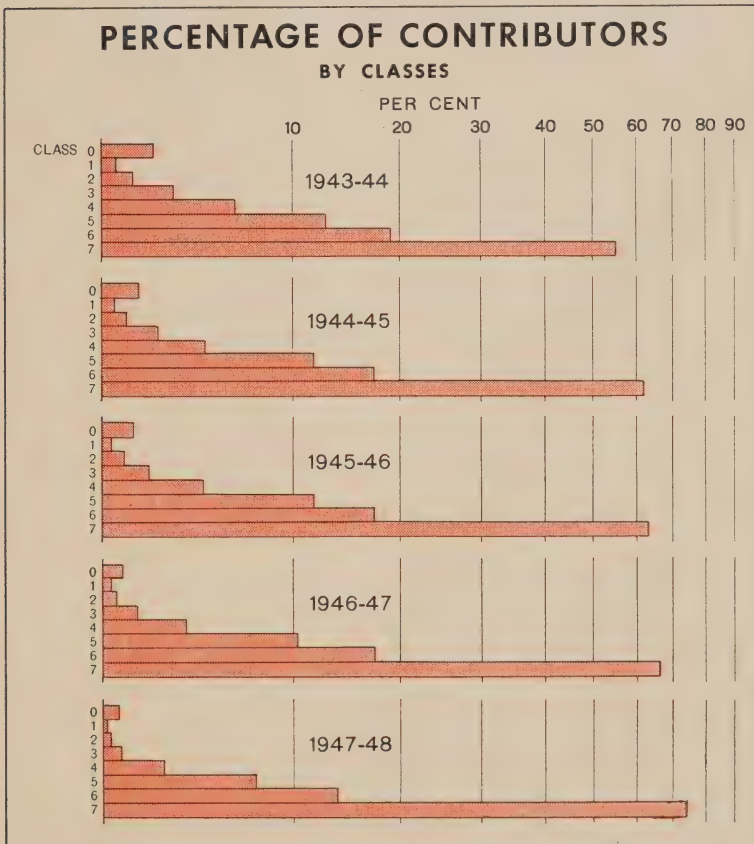
### *Appeals*

During the fiscal year 1947-48 the Commission made 22 formal decisions under Section 45 of the Act on questions of insurability and referred one case to the Umpire under Section 48. Two of the Commission's decisions were appealed to the Umpire under Section 46 and in each case the Commission's decision was upheld.

### CONTRIBUTIONS DIVISION

#### *Contribution Techniques*

The Contributions Division is primarily interested in determining the rate of contributions under specific conditions of employment and remuneration, and the methods and procedures followed by employers in making contributions. During the period under review one of the principal problems was to devise a method of computing and paying contributions for stevedores. The Contributions Division also took steps to popularize the



bulk payment method of making contributions to the Fund by reducing the employers' record-keeping, by establishing fixed deposits, and by providing for the return of all contribution statements at one time during the year.

### *Changes in Contribution Regulations*

The chief amendments to the Contribution Regulations were to clarify the computation of the number of contribution days for cases such as the five-day week and to provide for cases where inadequate records are kept.

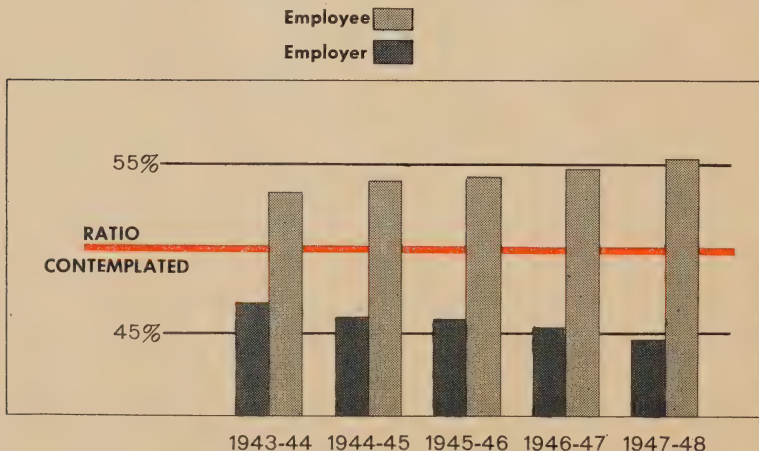
### *Registration of Employers and Insured Persons*

The number of registered employers at March 31st, 1948, was 189,799 compared with 184,334 at the end of March, 1947. This increase of 5,465 employers may be attributed to (1) an increase in the number of small business establishments, and separate registration of branches of larger businesses; (2) the extension of coverage to transportation by water, which affected many employers at the opening of the season in April, 1947.

### *Registration of Insured Persons*

At March 31st, 1948, 3,407,737 persons were registered as being in insured employment at one time or another since April 1st, 1947 (see Appendix IX). This was an increase of 152,499 over the number shown at March 31st, 1947, reflecting an increase in all regions due mainly to the growth of business establishments and industrial endeavour generally.

## RATIO OF EMPLOYEE TO EMPLOYER SHARES OF CONTRIBUTIONS



There were 434,156 new entrants to insured employment, a decrease of 47,962 from the same period the previous year. The raising of the ceiling of insurability should have increased the number of new entrants, but the net decrease reveals that the period of re-establishment of veterans had been practically completed before the commencement of the year at present under review.

## CLAIMS DIVISION

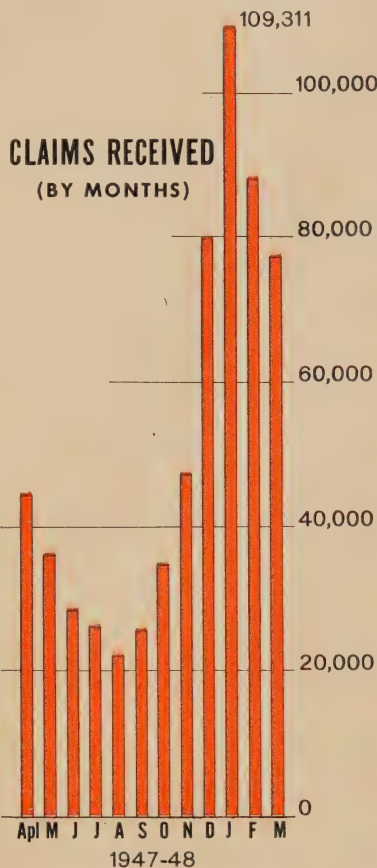
### *Volume of Claims*

During the period under review a total of 619,099 claims were filed at local offices compared with 503,772 in the previous fiscal year. The peak of employment was in August, in which month the number of claims (including revised claims) totalled 22,378. The peak of unemployment was in January when, owing to a scarcity of natural gas in Western Ontario, due to a prolonged cold spell, which entailed cancellation of manufacturing orders, the volume of claims rose to an all-time high record of 109,311 including 100,304 new claims and 9,007 revised claims.

To cope with the heavy concentration of claims in one or two centres, particularly Windsor, Ontario, special streamlined procedures were temporarily adopted. Further study is being given to the experience gained in this way to see what parts of these procedures might be incorporated into the regular processing of claims.

Total amount paid to beneficiaries in the period under review was \$34,947,020.32 compared with \$43,114,329.18 in the previous year.

Chief reasons for disqualification of claimants were, (1) insufficient contributions to establish a benefit year, (2) voluntary leaving of employment without just cause, (3) refusing referrals to, or neglecting opportunities, of suitable employment, (4) not being unemployed.





Detailed statistics relating to number of claims, disposal of claims, amount of benefit, number of beneficiaries, report of active claimants signing unemployment register during last six days of each month, reasons for failure to establish benefit year and reasons for disqualification will be found in Appendices XII to XVI inclusive.

#### *Decentralization of Adjudication*

The Quebec, London, Saskatoon and Edmonton district insurance offices were closed during the year. The adjudication of claims previously carried out at the regional and district insurance office levels was discontinued September 1st, 1947 and has since been carried out in 36 of the larger local offices, each responsible for a number of smaller local offices. These adjudicating centres have been tentatively allotted amongst the five regions as follows: Maritimes 5, Quebec 8, Ontario 13, Prairies 6 and Pacific 4.

#### *Interstate Claims*

During the year 413 claims were filed in Canada by United States claimants payable by their own states and 256 claims were filed by Canadian claimants in the United States payable by Canada.

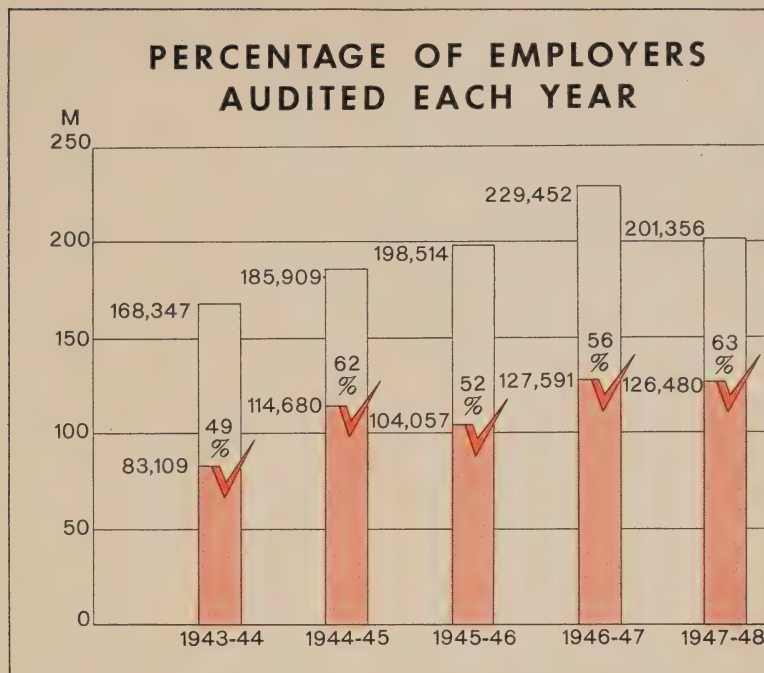
#### *Appeals*

During the fiscal year 67 Courts of Referees were operating. Appeals by claimants and references by insurance officers totalled 17,074 (including 864 appeals pending March 31st, 1947) being approximately 2.8% of all claims adjudicated. The Umpire disposed of 118 appeals from Courts of Referees by either claimants or insurance officers. Details will be found in Appendix XVI.

### AUDIT DIVISION

#### *Examination of Employers' Records*

The Audit Division exists primarily for the purpose of ensuring that employers of insurable persons make the proper unemployment insurance contributions at the required times. The authorized staff includes 412 auditors and 169 clerks. During the year under review 35 of the auditors were used for supervisory duties but the remainder spent their full time on employer visits. Sixty-two per cent of employers registered on April 1st, 1947, were visited in the course of the current year. Employers are being visited on an average of once every 18 months. Exclusive of travel time, the time spent on the regular employer visits averaged only 2.3 hours per employer. However, overall production did not reflect a corresponding volume of audits completed, for the reason that, in addition to their regular audits, the auditors were required to make some 32,000 special investigations arising from complaints by employees, non-registration of employers, requests for refunds, disputes regarding coverage, courtesy calls on newly registered employers and the investigation of employers applying for permission to make contributions by the bulk payment method. Details of investi-



gations and of overdue contributions established by audit for the year under review will be found in Appendix XI.

#### *Reasons for Delinquency*

Experience during the year showed that failure by employers to maintain insurance contributions up to date was usually the result of neglect or poor financial condition. Ignorance of unemployment insurance requirements was for the most part encountered only among employers who were entering business for the first time. There were some cases of deliberate evasion but a second such offence usually resulted in prosecution proceedings. Many employers failed to pay contributions in respect of temporary or part-time employees, but frequently this was due to failure of the employee to present an insurance book or to register as an insured person. The indications were that many employees still fail to take advantage of their statutory right to inspect their insurance contribution records and that they call attention to contribution arrears only when they become unemployed and wish to claim benefit.

#### *Employer Relations*

Auditors assisted the work of the Commission by bringing to the attention of employers the facilities of the National Employment Service. They also assisted employers by answering questions and explaining insurance matters which were causing concern.

## APPENDIX I

## UNEMPLOYMENT INSURANCE COMMISSION

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office	—Ottawa, Ont.
Regional Offices	—Maritime Region—Moncton, N.B.
	—Quebec “ —Montreal, Que.
	—Ontario “ —Toronto, Ont.
	—Prairie “ —Winnipeg, Man.
	—Pacific “ —Vancouver, B.C.

## UNEMPLOYMENT INSURANCE COMMISSION NATIONAL EMPLOYMENT SERVICE OFFICES

PRINCE EDWARD ISLAND	QUEBEC—Con.	ONTARIO—Con.	MANITOBA
†Charlottetown Summerside	Lachine Lachute La Malbaie La Tuque Levis Longueuil Louiseville Magog Matane Megantic Mont Laurier Montmagny Montmorency †*Montreal Plessisville Pointe-aux-Trembles Port Alfred †Quebec Richmond Rimouski †Riviere du Loup †Rouyn Ste. Agathe Ste. Anne de Bellevue Ste. Therese St. George de Beauce †St. Hyacinthe St. Jean St. Jerome St. Joseph d'Alma †Shawinigan Falls †Sherbrooke †Sorel †Thetford Mines †Trois Rivières Val d'Or †Valleyfield Verdun Victoriaville	†Fort William †Galt Gananoque Goderich †Guelph †Hamilton Hawkesbury Ingersoll Kapuskasing Kenora †Kingston †Kirkland Lake †Kitchener Leamington Lindsay Listowel †London Midland Napanee Newmarket New Toronto Niagara Falls †North Bay †Orillia †Oshawa †Ottawa †Owen Sound †Perry Sound Pembroke Perth †Peterborough Picton †Port Arthur Port Colborne Port Hope Prescott Renfrew †St. Catharines St. Thomas †Sarnia †Sault Ste. Marie Simcoe Smiths Falls †Stratford Sturgeon Falls †Sudbury Tillsonburg †Timmins †Toronto Trenton Walkerton Wallaceburg †Welland Weston West Toronto †Windsor Woodstock	Brandon Dauphin Flin Flon Portage la Prairie St. Boniface The Pas †*Winnipeg  SASKATCHEWAN Estevan †Moose Jaw North Battleford Prince Albert †Regina †Saskatoon Swift Current Weyburn †Yorkton  ALBERTA Blairmore †Calgary Drumheller †Edmonton Edson †Lethbridge †Medicine Hat Red Deer  BRITISH COLUMBIA Chilliwack Courtenay Cranbrook Dawson Creek Duncan Kamloops Kelowna Nanaimo †Nelson New Westminster North Vancouver †Penticton †Prince Rupert Port Alberni Prince George Princeton Trail †*Vancouver Vernon †Victoria  YUKON TERRITORY †Dawson City Whitehorse  N.W. TERRITORIES Yellowknife
NOVA SCOTIA	NEW BRUNSWICK	QUEBEC	ONTARIO
†Amherst Bridgewater Dartmouth Glace Bay †Halifax Inverness Kentville Liverpool †New Glasgow New Waterford North Sydney Pictou Springhill †Sydney Sydney Mines Truro †Yarmouth	†Bathurst Campbellton Edmundston †Fredericton †Minto †*Moncton Newcastle †Saint John St. Stephen Sussex Woodstock	Arvida Asbestos Beauharnois Buckingham Causapscal Chandler †Chicoutimi Coaticook †Dolbeau †Drummondville East Angus Farnham Granby †Grindstone (Magdalen Islands) †Hull Joliette Jonquiere	Arnprior Barrie †Belleville Bracebridge Brampton †Brantford Brockville Carleton Place †Chatham Cobourg Collingwood †Cornwall Dunnville Fergus Fort Erie Fort Frances

\*Both Regional and Local Offices at these centres.

†Agency established at these centres.

†Courts of Referees appointed at these centres.

Above list does not include 74 sub-offices, branch offices and itinerant offices.



## APPENDIX II

ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT  
INSURANCE COMMISSION DURING THE PERIOD  
APRIL 1, 1947, TO MARCH 31, 1948

Salaries.....	\$14,071,983.46
Other Paylist Items.....	110,703.31
Professional and Special Services.....	192,272.48
Commission to Post Office Department.....	333,097.27
Printing and Stationery.....	478,282.90
Unemployment Insurance Stamps.....	31,219.78
Unemployment Insurance Books.....	43,906.73
Travelling Expenses.....	489,810.02
Freight, Express and Cartage.....	39,795.71
Equipment.....	121,560.81
Telephone, Telegrams and Postage.....	594,424.21
Alterations, Maintenance and Repairs—Bldgs.....	158,413.22
Rents.....	848,936.36
Advertising and Publicity.....	37,321.58
Miscellaneous and Current Expenses.....	88,677.40
	<hr/>
	\$17,640,405.24

## APPENDIX III

CRIMINAL PROCEEDINGS UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940, AND REGULATIONS

Type of Case	Fiscal Year 1947-48						
	Carried over from previous Fiscal Year	Com-menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con-victions or Satis-factory Settle-ment	With-drawals	Acquit-tals	Pending
For failure to pay unemploy-ment insurance contribu-tions (employer's).....	29*	105	134	115	4	2	13
For obtaining benefit ille-gally (claimants).....	97	437	534	429	22	20	63
For failure to return 1946-47 Insurance Books.....	...	50	50	33	17	...	...
For failure to produce re-cords for inspection.....	...	11	11	8	...	...	3
For failure to keep adequate records.....	1	2	3	3	...	...	...
For illegal sale of stamps....	1	1	2	...	1	...	1
For failure to register as an employer.....	1	...	1	...	...	1	...
Totals.....	129	606	735	588	44†	23	80

\*At the close of the Fiscal Year 1946-47, 35 cases of this type were shown as pending but subsequent to the completion of the report six further convictions were reported as being registered in March which had not been included in the report. The number pending was, therefore, 29.

†Included among the withdrawals are cases in which the accused could not be located; or where subsequently reported facts indicated that prosecutions should not be proceeded with.

## APPENDIX IV

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS DURING  
THE YEAR APRIL 4, 1947, TO APRIL 1, 1948

Months	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
1947							
Apr. 4 to May 1.....	42,203	12,410	2,498	4,437	44,701	16,847	61,548
May 2 to May 29.....	44,737	12,435	3,246	4,538	47,983	16,973	64,956
May 30 to July 3.....	54,006	16,045	3,949	5,815	57,955	21,860	79,815
July 4 to July 31.....	43,147	14,479	3,793	4,255	46,940	18,734	65,674
Aug. 1 to Aug. 28.....	41,796	12,665	2,874	4,022	44,670	16,687	61,357
Aug. 29 to Oct. 2.....	55,369	17,674	4,608	5,740	59,977	23,414	83,391
Oct. 3 to Oct. 30.....	42,853	13,015	3,567	4,745	46,420	17,760	64,180
Oct. 31 to Nov. 27.....	38,187	13,028	3,201	4,105	41,388	17,133	58,521
Nov. 28 to Dec. 31.....	31,024	11,261	5,134	4,850	36,158	16,111	52,269
1948							
Jan. 2 to Jan. 29.....	23,329	10,973	3,182	3,859	26,511	14,832	41,343
Jan. 30 to Feb. 26.....	22,108	10,485	2,617	3,682	24,725	14,167	38,892
Feb. 27 to Apr. 1.....	29,096	12,858	3,806	4,778	32,902	17,636	50,538
Total 1947-48.....	467,855	157,328	42,475	54,826	510,330	212,154	722,484

\*Placements are termed "Casual" when the duration of the employment offered is seven days or less.

## APPENDIX V

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
NATIONAL EMPLOYMENT SERVICE OFFICES BY PROVINCES DURING  
THE YEAR APRIL 4, 1947 TO APRIL 1, 1948

Provinces	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
Prince Edward Island.....	2,331	1,095	279	140	2,610	1,235	3,845
Nova Scotia.....	14,843	5,700	2,479	1,292	17,322	6,992	24,314
New Brunswick.....	15,101	3,470	1,391	1,280	16,492	4,750	21,242
Quebec.....	97,653	29,735	1,355	8,901	99,008	38,636	137,644
Ontario.....	194,217	66,973	16,730	17,268	210,947	84,241	295,188
Manitoba.....	25,512	12,069	7,438	10,418	32,950	22,487	55,437
Saskatchewan.....	15,997	6,505	3,530	3,338	19,527	9,843	29,370
Alberta.....	37,979	12,122	4,228	5,508	42,207	17,630	59,837
British Columbia.....	64,222	19,659	5,045	6,681	69,267	26,340	95,607
Totals for Canada.....	467,855	157,328	42,475	54,826	510,330	212,154	722,484
Comparable Totals— Year 1946-47.....	592,737	189,055	32,465	50,336	625,202	239,391	864,593

\*Placements are termed "Casual" when the duration of the employment offered is seven days or less.

## APPENDIX VI

APPLICATIONS FOR EMPLOYMENT AS REGISTERED BY THE NATIONAL  
EMPLOYMENT SERVICE OFFICES DURING THE YEAR  
APRIL 4, 1947 TO APRIL 1, 1948

Provinces	Men	Women	Totals
Prince Edward Island.....	5,410	2,555	7,965
Nova Scotia.....	58,884	16,433	75,317
New Brunswick.....	43,622	11,149	54,771
Quebec.....	280,174	90,543	370,717
Ontario.....	398,276	157,887	556,163
Manitoba.....	80,594	40,766	121,360
Saskatchewan.....	47,119	21,602	68,721
Alberta.....	72,662	32,874	105,536
British Columbia.....	169,264	66,848	236,112
Totals for Canada.....	1,156,005	440,657	1,596,662
Comparable Totals, Year 1946-47.....	1,414,695	477,768	1,892,463

## APPENDIX VII

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
NATIONAL EMPLOYMENT SERVICE OFFICES DURING THE YEAR  
APRIL 4, 1947 TO APRIL 1, 1948

Provinces	Men	Women	Totals
Prince Edward Island.....	3,248	1,773	5,021
Nova Scotia.....	23,399	11,305	34,704
New Brunswick.....	29,083	8,390	37,473
Quebec.....	220,804	88,199	309,003
Ontario.....	407,779	196,510	604,289
Manitoba.....	49,961	35,278	85,239
Saskatchewan.....	32,252	16,710	48,962
Alberta.....	60,806	27,873	88,679
British Columbia.....	114,327	43,427	157,754
Totals for Canada.....	941,659	429,465	1,371,124
Comparable Totals, Year 1946-47.....	1,336,557	573,352	1,909,909



## APPENDIX VIII

EMPLOYMENT OPERATIONS OF THE NATIONAL EMPLOYMENT SERVICE  
OFFICES APRIL 4, 1947 TO APRIL 1, 1948

Provinces	Applications Registered	Vacancies Notified	Placements Effected
Prince Edward Island.....	Male 5,410 Female 2,555 Total 7,965	3,248 1,773 5,021	2,610 1,235 3,845
Nova Scotia.....	Male 58,884 Female 16,433 Total 75,317	23,399 11,305 34,704	17,322 6,992 24,314
New Brunswick.....	Male 43,622 Female 11,149 Total 54,771	29,083 8,390 37,473	16,492 4,750 21,242
Quebec.....	Male 280,174 Female 90,543 Total 370,717	220,804 88,199 309,003	99,008 38,636 137,644
Ontario.....	Male 398,276 Female 157,887 Total 556,163	407,779 196,510 604,289	210,947 84,241 295,188
Manitoba.....	Male 80,594 Female 40,766 Total 121,360	49,961 35,278 85,239	32,950 22,487 55,437
Saskatchewan.....	Male 47,119 Female 21,602 Total 68,721	32,252 16,710 48,962	19,527 9,843 29,370
Alberta.....	Male 72,662 Female 32,874 Total 105,536	60,806 27,873 88,679	42,207 17,630 59,837
British Columbia.....	Male 169,264 Female 66,848 Total 236,112	114,327 43,427 157,754	69,267 26,340 95,607
Canada.....	Male 1,156,005 Female 440,657 Total 1,596,662	941,659 429,465 1,371,124	510,330 212,154 722,484

## APPENDIX IX

NUMBER OF PERSONS ISSUED AN UNEMPLOYMENT INSURANCE BOOK,  
APRIL 1, 1947.

CLASSIFIED BY INDUSTRY AND PROVINCES\* (Based on a 10 per cent Sample Count)

Based on 10% sample.

Industry	Canada	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
Agriculture.....	1,460		10		60	520	180	160	420	110
Forestry and Logging.....	13,380		10	50	180	130			40	12,970
Fishing, Hunting and Trap- ping.....	150			20		10			10	100
Mining, Quarrying and Oil Wells.....	72,460		13,650	700	11,910	26,000	1,280	610	9,480	8,830
Metal Mining.....	38,430		40	10	6,830	24,370	1,100		820	5,260
Fuels.....	25,750		13,240	660	20	200		530	8,600	2,500
Non-Metal Mining.....	5,960		200	20	3,940	740	130	50	10	870
Quarrying, Clay and Sand Pits.....	2,170		170	10	1,090	640	50	30		180
Prospecting.....	150				30	50			50	20
Manufacturing.....	995,770	960	20,630	19,960	339,770	468,890	38,500	10,510	22,650	73,900
Food and Beverages.....	110,910	450	3,350	3,570	24,920	48,850	8,130	4,050	7,280	10,310
Tobacco and Tobacco Pro- ducts.....	9,690	10	40		7,990	1,640				10
Rubber Products.....	21,870			10	7,620	14,190		10		30
Leather Products.....	35,740	10	90	410	19,300	14,030	900	130	150	720
Textile Products (except clothing).....	64,520	40	560	1,450	34,510	26,150	790	140	160	720
Clothing (Textile and Fur).....	99,840	10	1,810	240	54,760	35,880	4,930	110	600	1,500
Wood Products.....	77,440	110	1,490	2,560	20,100	22,540	1,600	560	2,210	26,270
Paper Products.....	58,700		1,130	3,460	21,880	26,320	1,200		60	4,640
Printing, Publishing and Allied Industries.....	45,090	80	920	600	11,990	23,510	2,730	1,010	1,240	3,010
Iron and Steel Products.....	148,600	100	5,980	570	36,270	91,550	4,290	660	2,150	7,030
Transportation Equipment.....	130,320	50	3,620	5,510	36,480	59,010	8,190	2,790	4,650	10,020
Non-Ferrous Metal Pro- ducts.....	39,660		40	530	13,660	17,550	2,670		50	5,160
Electrical Apparatus and Supplies.....	49,740	10	150	10	14,770	33,560	530	90	210	410
Non-Metallic Mineral Pro- ducts.....	26,170		790	250	8,660	13,260	390	170	1,610	1,040
Products of Petroleum and Coal.....	12,430		450	30	2,680	5,850	610	490	1,350	970
Chemical Products.....	35,230	90	180	170	14,760	17,880	460	180	530	980
Miscellaneous Manufactur- ing Industries.....	29,820		30	590	9,420	17,120	1,070	110	370	1,110
Construction.....	118,070	390	2,960	2,520	38,180	44,580	5,140	2,830	5,530	15,940
General Contractors.....	79,760	230	1,970	1,850	24,330	31,050	3,550	1,970	4,010	10,800
Special Trade Contractors (Subcontractors).....	38,310	160	990	670	13,850	13,530	1,590	860	1,520	5,140
Transportation, Storage and Communication.....	218,510	940	5,440	14,280	48,810	67,300	38,000	6,260	12,950	24,530
Transportation.....	189,570	760	5,150	13,180	46,830	52,760	34,160	5,740	11,340	19,650
Storage.....	8,580	60	110	90	570	1,970	3,600	40	1,310	830
Communication.....	20,360	120	180	1,010	1,410	12,570	240	480	300	4,050
Public Utility Operation.....	23,900	100	200	720	3,710	15,180	1,450	60	1,340	1,140
Trade.....	393,300	1,850	13,310	11,160	97,170	156,490	30,730	17,630	21,790	43,170
Wholesale Trade.....	105,920	520	3,740	2,410	29,520	33,640	10,020	6,470	6,400	13,200
Retail Trade.....	287,380	1,330	9,570	8,750	67,650	122,850	20,710	11,160	15,390	29,970
Finance Insurance and Real Estate.....	70,660	200	1,410	1,190	19,790	33,080	4,160	1,850	2,340	6,640
Service.....	254,920	730	6,930	3,220	54,430	121,120	12,810	9,850	15,760	30,070
Community or Public Ser- vice.....	18,280	50	360	160	3,380	7,740	1,220	990	1,360	3,020
Government Service.....	83,040	140	2,880	380	9,460	55,160	2,080	2,370	3,340	7,230
Recreation Service.....	13,310	60	390	320	2,940	5,880	980	620	730	1,390
Business Service.....	24,120	70	510	310	7,520	10,100	1,510	520	1,020	2,560
Personal Service.....	116,170	410	2,790	2,050	31,130	42,240	7,020	5,350	9,310	15,870
Unspecified.....	6,560	50	300	210	2,500	2,390	410	500	190	10
Unemployed.....	111,470	1,620	1,770	3,750	37,700	29,610	16,800	5,770	7,480	6,970
Totals.....	2,280,610	6,850	66,620	57,780	654,210	965,300	149,460	56,030	99,980	224,380
Total number of Unemploy- ment Insurance Books is- sued during the year 1947- 48†.....	3,407,737	12,496	135,525	106,400	945,322	1,399,843	199,025	97,080	161,509	350,537

\*This statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewal of April 1947.

†For the purpose of classifying insured persons by industry, the census classification is used. The Unemployment Insurance Act, excepts from unemployment insurance persons engaged in certain employment, e.g. "employment in agriculture, horticulture and forestry," "employment in fishing," etc. However, it is possible that persons who under the census classification are in exempted employment may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time the employing firm or person may be placed in agriculture according to the census classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally exempted.

‡The workers classified (2,280,610) are those reported as actually in the insured working force at April 1, 1947. The larger figure (3,407,737) includes all those who were employed in insurable employment at any time during the period April 1, 1947 to March 31, 1948.

## APPENDIX X

STATEMENT OF EMPLOYER AND EMPLOYEE CONTRIBUTIONS AND  
PROPORTION OF TOTAL INSURED EMPLOYEES ESTIMATED BY  
CLASSES FOR THE FISCAL YEAR ENDED MARCH 31, 1948

Class	Weekly Earnings	Employer	Employee	Combined Total	Per Cent of Combined Total	Per Cent of Employees by Contribution Classes
		\$ cts.	\$ cts.	\$ cts.		
0.....	Less than 90c. a day.....	261,844.74	.....	261,844.74	0.3	0.7
1.....	\$ 5.40 - \$ 7.49..	37,406.39	46,464.44	83,870.83	0.1	0.2
2.....	7.50 - 9.59..	112,219.18	92,928.89	205,148.07	0.2	0.3
3.....	9.60 - 11.99..	299,251.14	185,857.77	485,108.91	0.6	0.8
4.....	12.00 - 14.99..	822,940.63	696,966.63	1,519,907.26	1.8	2.4
5.....	15.00 - 19.99..	2,917,698.59	2,602,008.77	5,519,707.36	6.6	7.8
6.....	20.00 - 25.99..	5,124,675.73	5,715,126.40	10,839,802.13	12.9	13.7
7.....	26.00 or more..	27,830,355.77	37,125,089.40	64,955,445.17	77.5	74.1
		37,406,392.17	46,464,442.30	83,870,834.47	100.0	100.0
		44.6%	55.4%	100.0%		

## APPENDIX XI

AUDITS AND INVESTIGATIONS COMPLETED BY UNEMPLOYMENT INSURANCE  
AUDITORS DURING THE FISCAL YEAR ENDED MARCH 31, 1948

Region	Number of Registered Employers	Number of Complete Employer Audits	Insurable Employees Covered	Amount of Overdue Contributions Established	Amount of Overdue Contributions Collected	Number of Special Investigations	Number of Auditors
Maritime..	14,352	9,848	73,326	\$ 51,394.70	\$ 53,375.84	2,275	28
Quebec....	53,304	26,805	278,967	222,919.11	218,514.25	6,801	79
Ontario....	70,606	50,065	585,594	280,612.04	278,441.11	10,309	132
Prairie....	41,215	27,736	191,133	174,479.88	173,580.01	9,915	71
Pacific....	21,879	12,026	114,328	75,189.24	72,971.58	5,120	33
Total, 1947-48..	†201,356	126,480	1,243,348	\$804,594.97	\$796,882.79	34,420	343
Total, 1946-47..	*229,452	127,591	1,453,393	\$917,924.10	\$907,615.17	32,850	†403

†As at April 1, 1947.

\*This figure included an estimated 30,320 employers who ceased business during the fiscal year, and an estimated 14,798 employers who reported "no insurable employees" as at March 31, 1947.

†This figure included 49 Audit Clerks.



## APPENDIX XII

INITIAL, RENEWAL AND REVISED CLAIMS FOR BENEFIT FILED AT INSURANCE OFFICES BY PROVINCES,  
THEIR DISPOSAL AND THE AMOUNT OF BENEFIT PAID DURING THE FISCAL YEAR 1947-48

Insurance Office	Total	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia
Pending Mch. 31/47.....	18,333	185	1,998	1,135	5,066	4,166	1,388	907	777	2,711
Rec'd Apr. 1/47-Mch. 31/48....	619,099	3,782	51,132	25,028	183,031	182,910	40,769	20,493	29,919	82,035
Total.....	*637,432	3,967	53,130	26,163	188,097	187,076	42,157	21,400	30,696	84,746
Postal Claims (Included Above).....	56,147	422	8,602	5,361	16,568	6,356	4,742	5,057	3,805	5,234
Disposal										
Allowed.....	429,922	2,807	36,527	16,930	115,864	135,878	28,512	13,211	20,525	59,668
Disqualified.....	88,894	248	5,133	2,476	35,012	23,282	6,185	4,002	3,758	8,798
Benefit Year Not Established..	71,029	583	8,168	4,652	20,824	17,000	4,631	2,697	3,169	9,305
Not Entitled.....	†3,522	37	383	163	904	768	314	197	177	579
Appeals.....	16,161	56	1,179	531	5,826	4,134	1,230	562	743	1,900
Pending.....	27,904	236	1,740	1,411	9,667	6,014	1,285	731	2,324	4,496
Total.....	637,432	3,967	53,130	26,163	188,097	187,076	42,157	21,400	30,696	84,746
Amount Paid to Claimants (Gross)										
From Apr. 1/47-Mch. 31/48....	\$35,208,263	274,445	3,747,207	1,343,628	10,625,047	9,139,963	2,355,614	1,247,660	1,442,557	5,032,142

\*This includes 89,850 revised claims which have been subject to one or more adjudications.

†This figure is made up of revised claims containing requests for antedating, extension of the two-year period and dependency which were not granted.

## APPENDIX XIII

## REPORT ON NUMBER OF CLAIMANTS AS SHOWN ON THE UNEMPLOYMENT REGISTER FOR THE LAST WORKING DAY OF EACH MONTH DURING FISCAL YEAR 1947-48

Province	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	January	February	March
Prince Edward Island..... 1. 2.	712 8	376 5	344 .....	285 1	262 1	255 19	286 1	403 2	825 2	1,291 2	1,353 3	1,290 1
Nova Scotia..... 1. 2.	8,864 596	6,936 677	6,373 1,391	5,030 314	4,685 560	4,911 559	4,906 708	4,567 491	7,769 509	10,465 721	11,446 912	11,010 748
New Brunswick..... 1. 2.	3,587 12	2,551 41	2,001 85	1,721 180	1,424 193	1,429 216	1,743 290	2,646 268	3,694 174	5,249 258	6,261 226	6,016 176
Quebec..... 1. 2.	26,813 599	18,429 563	14,075 406	12,001 322	11,333 466	11,078 739	12,610 804	16,588 1,360	31,081 1,283	40,170 1,238	44,921 1,031	44,349 927
Ontario..... 1. 2.	20,724 281	15,827 347	13,126 403	13,158 239	10,534 85	9,655 218	10,668 227	14,309 246	22,371 4,975	33,381 11,296	37,105 4,689	33,767 654
Manitoba..... 1. 2.	6,355 5	4,885 5	3,535 5	2,743 4	2,418 3	2,168 1	2,516 2	3,682 71	5,673 11	8,484 10	9,349 16	9,253 26
Saskatchewan..... 1. 2.	3,141 7	1,599 6	1,194 8	966 6	842 3	842 .....	1,030 .....	2,162 5	4,012 1	5,794 5	6,193 3	5,758 4
Alberta..... 1. 2.	3,102 2,201	2,024 1,527	1,435 224	1,180 188	1,126 316	1,298 277	1,517 965	2,627 312	4,048 315	5,988 766	6,279 189	5,828 2,504
British Columbia..... 1. 2.	8,978 85	6,783 93	5,734 94	4,793 74	4,726 93	5,030 128	6,949 105	10,571 158	15,052 164	19,976 166	23,167 210	19,085 209
Total..... 1. 2.	82,276 3,794	59,410 3,264	47,817 2,616	41,877 1,328	37,350 1,720	36,666 2,157	42,225 3,102	59,555 2,913	94,525 7,434	130,798 14,462	146,074 7,279	136,356 5,249

1. Ordinary Claimants.

2. Casual and Short-time Claimants.

APPENDIX XIV  
GROSS AMOUNT OF BENEFIT PAID OUT AND THE NUMBER OF BENEFICIARIES BY PROVINCES DURING THE  
FISCAL YEAR 1947-48

Province	1. Amount Paid (in \$) 2. Number of Beneficiaries TOTAL	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March
P. Edward Island..... 1. ..... 2.	274,445 .....	32,503 757	25,788 695	12,270 331	14,281 487	9,557 331	8,840 192	9,630 236	8,830 248	15,507 476	32,116 926	44,408 1,302	60,695 1,404
Nova Scotia..... 1. ..... 2.	3,747,207 .....	354,421 8,443	372,799 8,804	259,261 7,183	296,538 6,384	207,734 5,094	232,222 5,094	219,336 4,430	208,340 4,113	286,078 7,492	360,081 8,919	395,615 9,930	554,792 12,725
New Brunswick..... 1. ..... 2.	1,343,628 .....	136,866 3,463	127,976 3,364	84,210 2,869	86,571 2,502	65,082 1,903	60,046 1,623	61,640 1,422	63,649 1,626	94,018 2,803	132,247 3,606	170,170 5,175	261,153 5,857
Quebec..... 1. ..... 2.	10,625,047 .....	1,236,053 33,220	984,167 27,623	650,759 19,693	544,469 15,289	407,001 12,160	428,889 11,586	444,043 12,797	439,885 13,916	720,053 19,704	1,220,340 31,701	1,528,192 39,174	2,021,196 44,754
Ontario..... 1. ..... 2.	9,139,963 .....	983,908 26,266	777,597 21,076	572,976 15,563	527,911 13,511	448,430 12,549	413,084 10,640	400,186 10,532	383,536 11,695	644,922 18,388	937,182 30,606	1,416,863 43,417	1,633,368 41,606
Manitoba..... 1. ..... 2.	2,355,614 .....	274,215 7,595	225,848 6,555	170,144 5,123	132,150 3,762	103,279 3,105	93,619 2,760	93,632 2,610	95,807 3,046	153,940 4,290	244,615 6,865	311,295 8,673	437,070 10,923
Saskatchewan..... 1. ..... 2.	1,247,600 .....	159,648 4,240	94,631 2,980	57,887 2,477	45,166 1,661	33,120 1,019	29,850 887	31,777 933	36,798 1,213	82,053 2,360	163,910 4,276	196,615 5,477	316,205 6,845
Alberta..... 1. ..... 2.	1,442,557 .....	176,359 5,103	115,166 3,504	76,690 2,477	61,786 1,661	48,338 1,441	47,549 1,368	59,163 2,272	62,921 2,216	110,647 3,183	173,635 4,624	195,779 5,572	314,524 7,402
British Columbia..... 1. ..... 2.	5,032,142 .....	426,776 11,198	348,980 9,351	269,340 7,298	247,850 6,206	193,327 5,194	197,997 5,391	224,789 5,801	255,612 7,033	437,578 10,401	660,515 14,844	758,555 19,697	1,010,823 23,258
Total..... 1. ..... 2.	35,208,263 .....	3,780,749 100,285	3,072,952 83,982	2,153,537 62,221	1,956,722 51,270	1,515,868 42,756	1,512,096 39,541	1,544,186 41,033	1,555,398 45,106	2,544,796 69,097	3,924,641 106,367	5,017,492 138,417	6,629,826 154,754



## APPENDIX XV

REASONS GIVEN BY INSURANCE OFFICES FOR NOT ESTABLISHING BENEFIT YEAR AND FOR DISQUALIFICATIONS IMPOSED DURING THE FISCAL YEAR 1947-48

Benefit Year Not Established	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
Total									
Insufficient Contributions (180 Days)...	535	7,278	4,071	17,981	14,508	4,049	2,400	2,656	7,938
Insufficient Contributions ( 60 Days)...	29	547	299	1,866	1,525	338	169	378	440
Class 'O' Contributions.....	4	45	39	398	149	25	16	7	51
Applications Not Made in Prescribed Manner.....	15	287	241	552	719	198	112	120	868
Under 16 Years of Age.....	...	11	2	27	99	21	...	8	8
Total.....	583	8,168	4,652	20,824	17,000	4,631	2,697	3,169	9,305
DISQUALIFICATIONS									
Not Unemployed.....	19	608	223	6,867	1,093	692	1,625	652	762
Not Capable of Work.....	4	113	74	532	503	57	89	55	142
Not Available for Work.....	5	222	184	1,744	2,484	314	258	175	119
Seasonal Employment.....	...	5	1	275	663	9	5	11	15
Loss of Work due to Labour Dispute...	...	583	20	1,793	751	58	43	586	198
Refusal of Offer of Work.....	49	1,101	538	7,229	5,736	1,766	767	656	2,392
Neglect of Opportunity to Work.....	...	31	14	241	508	162	37	85	161
Failure to carry out written instructions.	...	32	6	497	368	300	90	33	43
Non-attendance at course of instructions.	...	7	4	194	2	...	2	3	...
Employment Lost by own Misconduct...	17	290	222	2,194	1,569	126	94	166	352
Voluntarily Leaving without Just Cause.	153	2,108	1,173	13,024	9,465	2,691	977	1,325	4,586
Inmate of Prison.....	...	1	...	5	5	1	1	...	...
Resident Outside of Canada.....	...	...	...	...	1	...	...	...	1
Other Reasons.....	1	32	17	417	134	...	14	11	27
Total.....	248	5,133	2,476	35,012	23,282	6,185	4,002	3,758	8,798
Grand Total.....	831	13,301	7,128	55,836	40,282	10,816	6,699	6,927	18,103

APPENDIX XVI  
 APPEALS AND REFERENCE TO THE COURTS OF REFEREES AND APPEALS TO THE UMPIRE  
 DURING THE FISCAL YEAR 1947-48

Province	Pending on April 1, 1947	Appeals by Claim- ants	Refer- ences by Insurance Officers	Total	Pending on March 31, 1948	With- drawn	Heard	Court's Decision		Umpire's Decisions			
								Dis- allowed		Claimants Appeals		Insurance Officers' Appeals	
										Upheld	Not Upheld	Upheld	Not Upheld
Prince Edward Island.	3	56	..	59	1	14	44	6	38	..	..	..	..
Nova Scotia.....	55	1,179	3	1,237	53	340	844	188	656	..	2	3	1
New Brunswick.....	24	531	1	556	51	164	341	58	283	..	2	1	..
Quebec.....	319	5,826	12	6,157	426	459	5,272	568	4,704	1	13	14	2
Ontario.....	227	4,134	19	4,380	216	410	3,754	786	2,968	3	16	16	7
Manitoba.....	55	1,230	..	1,285	44	43	1,198	273	925	1	5	4	1
Saskatchewan.....	27	562	3	592	27	20	545	57	488	..	6	1	..
Alberta.....	33	743	1	777	27	189	561	95	466	..	11	1	..
British Columbia.....	121	1,900	10	2,031	134	296	1,601	246	1,355	..	4	3	..
Total.....	864	16,161	49	17,074	979	1,935	14,160	2,277	11,883	5	59	43	11

**APPENDIX XVII**  
**UNEMPLOYMENT INSURANCE FUND**  
**BALANCE SHEET**  
**AS AT MARCH 31, 1948**

ASSETS		
Cash on deposit with Receiver General.....	\$	1,214,160.25
Amount on deposit with chartered banks for benefit warrant settlements.....		342,500.00
Advances to local offices for payment of benefit by cash.....		765,300.00
Investments—		
Dominion of Canada Bonds at Cost (Par Value \$430,- 196,500.00).....	\$450,084,078.04	
Deduct Amortization of premium less accumulation of discount.....	8,380,172.87	
Book Value.....	441,703,905.17	
Accrued interest on investments.....	4,483,447.50	
		446,187,352.67
		<u>\$448,509,312.92</u>
LIABILITIES		
Unredeemed benefit warrants.....	\$	586,825.77
Contributions refundable to unlocated persons.....		491.87
		587,317.64
Deposits		
From employers under the Bulk Payment Method.....	21,710.00	
From Department of Veterans' Affairs for payment of Out-of-Work Allowances.....	165,346.07	
		187,056.07
		774,373.71
Balance at Credit of the Fund:—		
Balance at March 31, 1947.....	\$372,878,625.64	
Add—Net Revenue for period April 1, 1947 to March 31, 1948.....	74,856,313.57	
		447,734,939.21
		<u>\$448,509,312.92</u>

Note:—This Balance Sheet will not agree with the Balance Sheet included in the Public Accounts as it does not include adjustments made in the month of April, 1948, pertaining to the fiscal year 1947-48.

**APPENDIX XVIII**  
**UNEMPLOYMENT INSURANCE FUND**  
**STATEMENT OF REVENUE AND EXPENDITURE**  
**FOR THE PERIOD APRIL 1, 1947 TO MARCH 31, 1948**

REVENUE		
Contributions.		
Employers and Employees—		
Stamp Method.....	\$ 38,768,926.38	
Meter Method.....	11,508,638.62	
Bulk Payment Method.....	16,301,033.31	
Armed Service.....	17,292,177.39	
Miscellaneous.....	58.77	
	<u>\$ 83,870,834.47</u>	
Dominion Government.....	16,366,400.70	
	100,237,235.17	
	5,322.60	
Fines Received.....		
Income from Investments:		
Net interest earned after provision for amortization of premium and accumulation of discount.....	9,560,776.12	
		<u>\$109,803,333.89</u>
EXPENDITURE		
Benefit payments.....	\$ 34,947,020.32	
EXCESS OF REVENUE OVER EXPENDITURE.....	74,856,313.57	
		<u>\$109,803,333.89</u>





OTTAWA  
Edmond Cloutier, C.M.G., B.A., L.Ph.,  
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# EIGHTH **ANNUAL** REPORT

FISCAL YEAR ENDING MARCH 31, 1949



THE UNEMPLOYMENT INSURANCE COMMISSION  
OTTAWA, CANADA





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## UNEMPLOYMENT INSURANCE COMMISSION

May, 31st, 1949

*To the Hon. Humphrey Mitchell,*  
MINISTER OF LABOUR.

SIR,

We have the honour to submit herewith for the information of Parliament the eighth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1948, to March 31, 1949, except where otherwise indicated.

The report is prepared in compliance with Section 99 of the Unemployment Insurance Act.

Respectfully submitted,

CHIEF COMMISSIONER,

COMMISSIONER,

COMMISSIONER.





THE SIGN OF SERVICE



UNDERSTANDING • INITIATIVE COURTESY





# UNEMPLOYMENT INSURANCE COMMISSION

## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1949

Presented to Parliament pursuant to the provisions of the Unemployment Insurance Act, 1940, as amended:

### INTRODUCTION

Definite progress in a widening field of activity is noted by the Unemployment Insurance Commission in reviewing the past year. Possibly the most important advance is intangible rather than material. It is evidenced in the public attitude toward unemployment insurance and the National Employment Service.

Unemployment insurance is now generally accepted in Canada as an important and beneficial social security plan. The efforts of the Commission organization in implementing it are appreciated. The programme has achieved approval of those elements which it is designed primarily to serve. Employers and workers, some of whom may have been inclined to question its value, are now satisfied that it is the practical answer to a genuine need.

The Commission, following the inevitable period of regimentation due to National Selective Service regulations, which were administered by the National Employment Service, and other war restrictions, has been cultivating in the public mind the idea that its programme, both in employment and insurance fields, is a community undertaking. It has emphasised the fact that unemployment insurance, in all its branches, is a co-operative venture in the success of which the public is vitally interested. It has attempted to demonstrate that unemployment insurance is a genuine public service.

It was recognized that success could be achieved only on the basis of accomplishment. The Commission must furnish an efficient, courteous, capable service or it could not expect public support. Consequently, for some years, the importance of genuine service has been emphasised. It is a pleasure to report practical evidence of success in both insurance and employment fields. In the latter a number of large organizations have informed the Commission, and the public, that they now do their entire hiring through the Commission's National Employment Service.

Less than a decade has elapsed since the unemployment insurance programme came to birth. The Act, which forms the basis for the Commission's work, was passed in 1940. Collection of contributions started in 1941. Since then unemployment insurance, both in its insurance and employment phases, has become an essential part of Canadian economy.

The Commission thinks that this fact is encouraging. The speed with which the public of Canada has accepted and adopted both unemployment insurance and the National Employment Service indicates that there was not only a real need for them, but also that they have been operated in a reasonably satisfactory manner. This does not mean that mistakes have always been avoided. It does mean that the public recognizes a sincere determined effort to perform the functions required.

The Commission wishes to place on record its high appreciation of the generous co-operation received from employers, employees and the general public. This co-operation is not only encouraging; it is essential. It has been manifested in many ways, notably through the unselfish work of public-spirited men and women who have given, without pecuniary reward, their time and talents to the many voluntary committees.

The report which follows cannot possibly review in detail, even for a single year, achievements of 295 offices scattered across Canada. It is necessarily a condensation. Both insurance and employment functions of the Commission have been active. In the field of employment particular activity has centred around the great and continuing movement of persons from Europe to Canada, and the placement of such persons in suitable employment. This has entailed many problems, much thought, and careful functioning on the part of officers of the Commission. It will be discussed in greater detail in the report. It should be noted here, however, that during the fiscal year more than 20,100 displaced persons were admitted to Canada and placed in employment. They included domestic and household workers, experienced farm workers, general labourers and persons recruited for unskilled work in construction and primary industries. Some idea of the extent of the movement, which proceeded by sea and air, may be obtained from the fact that an average of one ship a week arrived.

An interesting development was the opening, in August 1948, of a London, England branch office of the National Employment Service staffed by employees of the Commission. To this office was extended the Canadian clearance system making it possible for a Canadian employer, who wished to obtain help from the United Kingdom, to place his order through a local office of the Commission in Canada and have it filled. The value of clearance in solving employment problems throughout Canada has been demonstrated. Its extension not only assisted the prospective British emigrant, but proved of real benefit in enabling Canadian employers to obtain necessary workers. It is interesting to note that more than 40,000 British emigrants came to Canada during the fiscal year under review.

Canada has had a "good" year. It was featured by industrial growth and record high employment. With the total labour force at an all-time high of 5,109,000 in September 1948,

## ANNUAL REPORT

5,042,000 workers were employed. There were, of course, seasonal contractions, but at no time was there serious unemployment.

Obviously, therefore, there was no serious drain on the unemployment insurance fund. This does not mean that there were not appreciable withdrawals from time to time. Adjustments in business led to temporary shut-downs; shortages in certain types of power resulted in lay-offs of employees for varying periods. Consequently there were at intervals demands for benefit, and the value of the plan in meeting such situations was amply demonstrated.

Unemployment insurance must be fluid, not static. Changing conditions sometimes require changed contribution and benefit rates. Coverage must be extended when necessary. During the past year some extensions of coverage have been made, and contribution and benefit rates adjusted. These changes will be referred to subsequently.

The entry of Newfoundland into confederation resulted in the opening of three new offices of the Commission. They are located at St. John's, Grand Falls, and Corner Brook. Considerable preliminary work was done during the latter part of the year in order that unemployment insurance and the National Employment Service could function immediately after the entry of the new province into confederation. The terms of union provided for payment of unemployment assistance, under certain conditions, to persons resident in Newfoundland. Preliminary arrangements were made so that this could be done. For administration purposes Newfoundland becomes part of the Maritime region.

At the close of the fiscal year the unemployment insurance fund stood at \$529,535,437.38. Total payments of unemployment insurance benefit during the year were \$49,826,752.16.

### THE COMMISSION

The Unemployment Insurance Commission is an autonomous body deriving its existence and authority from the Unemployment Insurance Act, 1940. This Act provides for the appointment of a Commission of three members, one appointed by the Government after consultation with employer organizations, another after consultation with worker organizations, and a Chief Commissioner. The Act gives this Commission responsibility for administering unemployment insurance and a national employment service.

Personnel of the Commission was unchanged during the year. The Chief Commissioner is Colonel J. G. Bisson, O.B.E. R. J. Tallon, appointed on recommendation of employee organizations, and C. A. L. Murchison, K. C., nominated by employer organizations, are the other two members. Mr. Tallon is one of the original members, having served on the Commission since its inception.



In addition to the work of administering the Act, the Commissioners, from time to time, carried out a series of public relations programmes. A number of addresses at meetings and over the air were made by the Chief Commissioner and his colleagues. Mr. Tallon spoke at the annual convention of the Trades and Labour Congress, and Mr. Murchison at the annual meeting of the Canadian Manufacturers' Association. Visits were paid to local offices and areas, to study conditions.

### COMMISSION OFFICES

On March 31st, 1949, the total number of Commission offices was 295. They were divided as follows:

Regular. . . . .	178
Administrative. . . . .	5
Branch and sub-offices. . . . .	40
Itinerant offices. . . . .	70
Agencies . . . . .	2
	<hr/>
	295

A list of the offices of the Commission appears as Appendix I, page 44.

### STAFF REDUCTION

The total regular staff of the Commission, which had been reduced from 8,500 to 7,133 during the previous fiscal year, continued to decrease during the first three months of the year 1948-49, and since July 1948 has remained slightly below 6,950. On March 31st, 1949, there were 6,926 regular employees, distributed as follows:

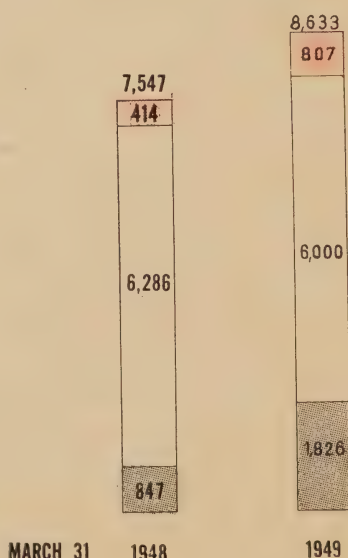
Head Office . . . . .	353
Pacific Region . . . . .	826
Prairie Region . . . . .	1,220
Ontario Region. . . . .	2,008
Quebec Region. . . . .	1,883
Maritime Region. . . . .	636

There were in addition 807 casual employees on strength at March 31st, 1949.

The figures concerning regular staff indicate a state of

### STAFF

CASUAL	
TEMPORARY	
PERMANENT	



comparative stability; this is also reflected by the staff turnover, which was 12.5% during the fiscal year, compared with 12.5% for 1947-48 and 29.3% for 1946-47. During 1947-48 there was a large number of separations. Some of these were the direct result of staff reduction, others were the voluntary or involuntary separation of employees not eligible for permanent appointment, and others were normal separations. As few of these employees were replaced, the turnover figure was low.

#### PERMANENCY CERTIFICATES

During 1948-49, however, the number of separations was about one-half the number for the previous year, and as most of the separating employees were replaced, the low turnover figure represents an unmistakable advance in the stabilization of staff. This advance is due partly to the permanency programme.

During the year certificates of permanency were issued on behalf of 1,016 of the Commission's employees, and approximately 217 additional recommendations for permanency, concurred in by the Civil Service Commission, were in process on March 31st, 1949.

#### STAFF RATING

Rating is a process whereby the abilities and value of staff members are appraised and the results recorded. It is helpful not only in ascertaining the performance and progress of new staff, but in fair selection for allocation of more important duties and promotions. It is a means of appraising the value of all employees to the Commission.

Training in rating techniques and on the administration of the rating programme was given to over 750 supervisors in regional, local and audit offices throughout the five regions. A guide on rating was prepared and distributed to all raters, reviewers and junior supervisors. A course designed to explain the rating programme to all employees was in progress at the close of the fiscal year. Extensive statistical research was also being carried on in connection with ratings prepared in 1946, 1947 and 1948.

#### IMPORTANCE OF SURVEYS

It has been found in most large organizations that periodic surveys, with a view to improving administration and operation, are helpful. The Commission's country-wide network of offices goes on from day to day serving a never-ending stream of clients. In this important work there is little opportunity for standing back and surveying the situation with a view to ascertaining if the machine is functioning in the best possible manner.

It devolves upon head office to conduct from time to time comprehensive surveys of the outside offices. A survey, covering all regional offices, took place during the fiscal year with a view to establishing general standards which could be used as a basis for future inspections. Another survey comprised 37 representative local offices. In these offices the work of employees was studied and analysed. A tabulation was made of the volume of work and time required to do it. On the basis of this a plan was submitted for approval of the Commission covering the type of staff required in each local office.

The above indicates the nature of some of the work undertaken and completed by the planning division of the Technical Services Branch. Administration of the Commission organization is controlled under the provisions of an administration manual. During the year, and owing to the fact that revision of this manual had become necessary, the planning division also undertook this work. A complete revision of the manual was made and completed before the end of the year.

The division has under way a number of projects including the writing of standard practices instructions manuals for employment and insurance. These will contain instructions respecting the use and disposition of each of the forms used by the Commission.

#### IMPROVED PREMISES REQUIRED

The question of premises has been a difficult one ever since the Commission came into being. During the war it was necessary for the Commission to occupy almost any premises available. The need for accommodation and the impossibility of providing new accommodation made it extremely difficult to obtain satisfactory quarters for the Commission offices.

The effort of the Commission during the past year has been to improve premises and provide more satisfactory offices both from the point of view of staff requirements and accommodation for the public.

The leasing of new premises has, however, proven a slow and difficult matter involving correspondence and delay. Notwithstanding this fact, it has been possible to obtain new premises, where required, in 40 cases, while additional space was secured in 15. In more than 40 instances better quarters are still necessary.

In Vancouver a modern seven storey reinforced concrete building has been obtained. In Montreal a building has been leased for ten years which will accommodate the Quebec regional offices.

#### "HUMAN ENGINEERING"

The major effort in staff training during the past year was the preparation and teaching of a course in what is called





*A corner in one of the larger offices. Sales and clerical workers are interviewed here.*

“Human Engineering”. Originating at head office the course was taught to the Commission’s staff trainers early in the year. Training conferences took place at all points in Canada with executives attending.

The course is designed primarily to develop in executives at all levels a higher standard of supervisory ability. Emphasis is laid on the kind of person that makes a good supervisor, the functions and responsibilities of a supervisor, the status of a supervisor, and finally the kind of person that can be developed into a supervisor. Self-rating charts are provided so that those taking the course may determine how they fit into the picture according to good administration practices.

Without going into any further detail it may be said that the course has demonstrated its value. During the year some 1,200 senior employees received the training which will be continued throughout the ensuing year. Outside our own organization it is arousing interest, and requests are being received from companies and other organizations who want it.

#### INCREASE IN PROSECUTIONS

An increase in prosecutions of persons alleged to have made false statements in order to obtain benefit, was recorded during the fiscal year. Considerable publicity was obtained

concerning convictions registered. More extensive use was made of the services of district investigators to lay informations in court and assist agents appointed by the Minister of Justice in preparation of cases. This resulted in savings which totalled more than \$20,000.

One of the functions of the legal branch is to draft legislation and regulations. During the year various amendments to the Act were drafted. These were approved by Parliament and became effective on October 4th, 1948. The amendments necessitated the making of new regulations and at the same time regulations and special orders of the Commission were revised and consolidated as of October 4th, 1948.

At head office the legal branch is headed by the legal adviser, assisted by four departmental solicitors. At regional level there is a regional legal officer who directs activities of district investigators of whom there are 50 in Canada.

In order to achieve uniformity of procedure a conference of regional legal officers was held at head office in early March.

#### INFORMING INTERESTED PERSONS

The importance of informing both employers and workers in respect to unemployment insurance is always apparent to



*Selecting applicants for jobs — an important function in employment work.*



the Commission. This is particularly so when, as during the present year, the Unemployment Insurance Act is amended. Persons who are subject to provisions of the Act must know when these are changed, and should be advised of alterations in regulations resulting from legislative amendments.

Through the medium of press, radio, booklets and folders, as well as by the issuance of bulletins for display in employers' plants, the Commission has endeavoured to keep the public advised. Members of the Commission and of the Commission's staff have participated in a number of radio broadcasts designed to explain changes made at the last session of Parliament. These have, of course, been communicated to all local offices of the Commission in circular form so that managers or other officers in contact with the public may advise employers and employees respecting the new provisions.

The importance of public relations in the work of the Commission is constantly emphasised. All members of the staff in contact with the public are expected to conduct themselves in such a way as to advance the work of the Commission. This necessitates not only a courteous and efficient method of handling business, but a general knowledge of the work in addition to that associated with the mere performance of a specific duty.

It has been emphasized during the year that the success of the National Employment Service, as well as the insurance activities of the Commission, depends largely on public support and co-operation. Consequently public relations are regarded as an important feature in every office of the Commission.

#### ADMINISTRATIVE COSTS

The costs of administering the unemployment insurance programme for the fiscal year under review amounted to \$18,965,130.67. This compares with \$17,640,405.24 during the previous fiscal year. Consequently there is an increase of \$1,324,725.43. This is explained, in part, by increased salaries. It should also be remembered that, speaking generally, higher costs prevailed during the year.





The Commission has noted a tendency in certain quarters to criticize administrative costs of the programme on the ground that they were extremely high in relation to the amount paid out in benefits or collected in contributions. Criticism along these lines appears in certain newspapers, and the Commission considered it advisable to point out that such criticism failed to take into consideration the extensive and valuable work of the National Employment Service.

In assessing the value of the entire unemployment insurance plan, it must not be forgotten that the Unemployment Insurance Act of 1940 created two distinct undertakings which are interwoven in their operation and essential to each other. The National Employment Service and the unemployment insurance system work hand in hand. Neither could function successfully without the other.

A study of the Act will show that Parliament was fully aware of this fact. The first function of the Commission's organization is to try to obtain employment for unemployed workers. Only if it is impossible to obtain such suitable employment should benefit be paid to the unemployed worker.

As mentioned elsewhere, the Commission administers a network of nearly 300 offices. These offices are engaged in insurance and employment business. Administrative costs cover both activities. Consequently when comparing the costs with results obtained, full credit must be given for the fact that an active, efficient employment service has been in operation during the entire period of the Commission's existence.

The National Employment Service is available to all workers in Canada, whether insured or not. It is free. Its activities are covered briefly in that portion of this report devoted to the employment branch.

#### GROUPING OF OFFICE SERVICES

A co-ordination of various activities referred to as "office services" took place during the year and resulted in more efficient administration. Eight different activities at head office were brought under one head in this branch. They include duplicating and printing, central registry, office expenditures and accounts, head office library, mail, handling of communications by telegraph or teletype, stenography and typewriting, and distribution of necessary furniture, stationery and supplies.

As the Commission had constantly to issue circulars and other printed material to advise its staff of changes in regulations, procedure, etc., the printing division was consistently active during the year.

The head office library was widely used. Books on subjects relating to unemployment insurance and general social advancement were loaned, not only to the staff at head office but

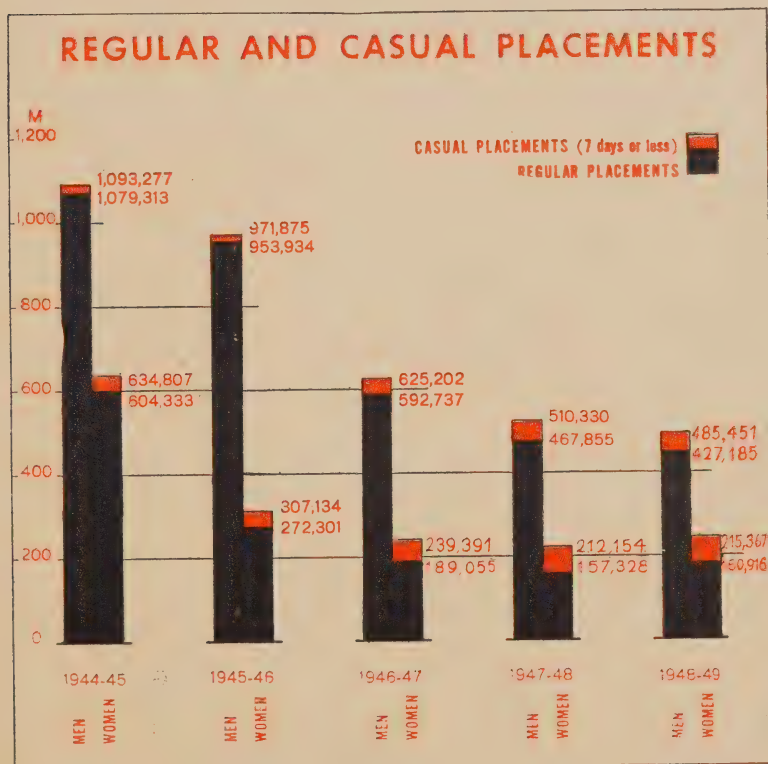
also in the regions. The value of the library to the staff of the Commission, and thus to the general public which benefits when the Commission staff is well informed, has been amply demonstrated. A catalogue, revised at intervals, was distributed throughout the organization.

The installation of teletype facilities in the Prairie and Maritime Regions completed a country-wide hook-up under the Canadian Army Signal system. This system, which is operated without costs to the Commission, has proven a great convenience and economy. Were it not in effect, many telegraphic communications would have to be sent over commercial wires.

During the year improvements were made in the lay-out and operation of the head office stenographic unit. These provided for changes in control and general operation, and resulted in a more speedy and efficient service which proved generally beneficial.

#### TRIBUTE TO THE STAFF

From year to year members of the Commission's staff grow in experience and develop the necessary techniques for meeting situations as they arise. Looking back over the year



just ended, the Commission is proud of the standard maintained by members of the staff. Generally speaking they have indicated in their work a strong desire to give the public the best service possible.

The movement of displaced persons at times involved additional work on the part of staff members which was undertaken and performed cheerfully and capably. The claims load has been heavy from time to time, thus taxing staffs at offices where this condition prevailed. Employees have frequently been required to work over-time in order to ensure good service.

The Commission is aware of the co-operative spirit shown by the staff, and takes this opportunity to express its sincere thanks.

## EMPLOYMENT

### SERVICE TO INDUSTRY

As previously stated, the year reviewed in this report was one of unusual economic activity. It was characterized by industrial expansion and an unprecedented level of employment. The total labour force of the country rose to an all-time high of 5,109,000 in September 1948, with 5,042,000



*A claimant signs on the dotted line.*



workers employed. During periods of greatest seasonal contraction the total number of unplaced applicants registered in local offices of the Unemployment Insurance Commission was only slightly in excess of 4 percent of the labour force. While in some areas of the Maritime Provinces and in British Columbia the number of persons without work was higher than in other districts, it may be said that all sections of the country and all industries shared in the general prosperity.

Demand for experienced and skilled workers in manufacturing industries, notably in textiles, iron and steel, wood-working and furniture, pulp and paper, chemicals and printing and publishing, continued throughout the year, despite production difficulties due to material shortages experienced by many manufacturers. Pressure upon local offices to meet employers' needs was heavy.

Employment in building and construction reached a record high point. Although considerable numbers of skilled workmen were added to the industry's labour force through immigration from the United Kingdom, and as a result of apprenticeship training, the need for craftsmen continued to keep abreast of supply. Telephone and power companies expanded facilities as materials and equipment became available and contributed to the demand for labour. Workers in all branches of the transportation industry — except in Great Lakes shipping where a labour dispute affected operations — were well employed.

In the primary industries — agriculture, logging, trapping and mining — where employment is subject to seasonal influences, some variations in the usual pattern were noted in the past year. In agriculture, for the first time, movements of farm labour were organized as clearance projects and dealt with in accordance with regular clearance procedure. (Refer to "Transfer of Labour" below.) Utilization of clearance machinery enabled the employment service to recruit labour for the various seasonal agricultural movements with a minimum of operational difficulty and a maximum of service to farm employers and workers alike. The Commission is not aware of any cases where crops were lost due to labour shortage. The experience gained in the past season will be of the utmost value in the planning of future farm labour undertakings.

Mention should be made here of the support received from the nine provincial departments of agriculture, each of which, under the Dominion-Provincial Farm Labour Agreements, extended full co-operation in the solution of farm labour difficulties. The United States Employment Service also gave marked assistance in connection with the several international group movements of farm workers. Without the aid of these agencies the efforts of the National Employment Service could not have been so completely successful.

Loggers and pulpwood cutters began the 1948 season with large stock piles, and the demand for woods workers in most

areas was, therefore, considerably reduced in comparison with that of former years. In some camps displaced persons, engaged in the previous season, continued in the employment, and at the same time the seasonal demand for Canadian woodsmen in the State of Maine was reduced. In consequence orders for woods workers were fewer and were filled by the employment service with little difficulty.

Trapping is an occupation in which self-employment is largely the rule. Reports indicated that many men who formerly engaged in woodwork, because of the reduced employment in that field, turned to trapping last season.

At the beginning of the fiscal year the employment service was experiencing difficulty in recruiting skilled and unskilled labour required by the mining industry. With the country's working population augmented by the admission of European immigrants, however, this situation became easier. At year-end demand and supply were practically in balance in the industry.

Statistical data indicating activities of local employment offices and the service rendered to employers in all industries will be found in appendices IV to VIII.

#### TRANSFER OF LABOUR

Through operation of a system known as clearance all the local offices of the Commission are linked into a national chain. Their work is integrated under head office and regional office supervision, to provide a nation-wide hiring service available to employers and workers in all industries. By means of clearance an employer in a district or region in which there are no suitable workers for the employment he has to offer may draw labour from another area where a surplus exists. An applicant may seek employment in a distant town or province through the local office in the area in which he resides.

During the fiscal year some 12,000 workers were transferred within the Dominion to industrial, farm, woods and other employments, some over distances of 1,500 miles. Included in this total were transfers totalling nearly 5,500 affected in group movements.

Group transfers began in June 1948, when 500 prairie workers were moved to British Columbia for canning factory employment. In the same month Ontario received 920 farm workers from the Prairie Provinces and 200 from Nova Scotia for the haying season. In August, Ontario and Quebec furnished 2,100 farm hands for the western grain harvest, while Nova Scotia sent 100 to Prince Edward Island also for haying operations. In the following month clearance facilities were used in the Maritime Provinces to recruit 1,500 potato pickers to harvest crops in Prince Edward Island and New Brunswick, and 150 apple harvesters for the Annapolis Valley.

In addition to these clearance transfers within the Dominion the employment service took part in nine international group transfers:

Quebec to Maine, 300 maple sugar and small fruit harvesters;  
Prairie Provinces to Mid-Western States, 1,350 combine harvesters;

Saskatchewan to Montana, 400 sugar beet workers;

New Brunswick to Maine, 125 pea harvesters;

Southern States to Ontario and Quebec, 1,350 tobacco workers;

Manitoba to North Dakota, 800 potato harvesters; and

Quebec and New Brunswick to Maine, 5,900 potato harvesters.

It is of interest to note in connection with the international exchange of labour that the order received last September through the United States Employment Service for 7,000 potato pickers to gather the Maine crop was the largest single order ever placed with the National Employment Service.

#### EMIGRATION FROM UNITED KINGDOM

Early in 1948 an office of the National Employment Service was opened in London, staffed with Commission personnel to promote emigration to Canada from the United



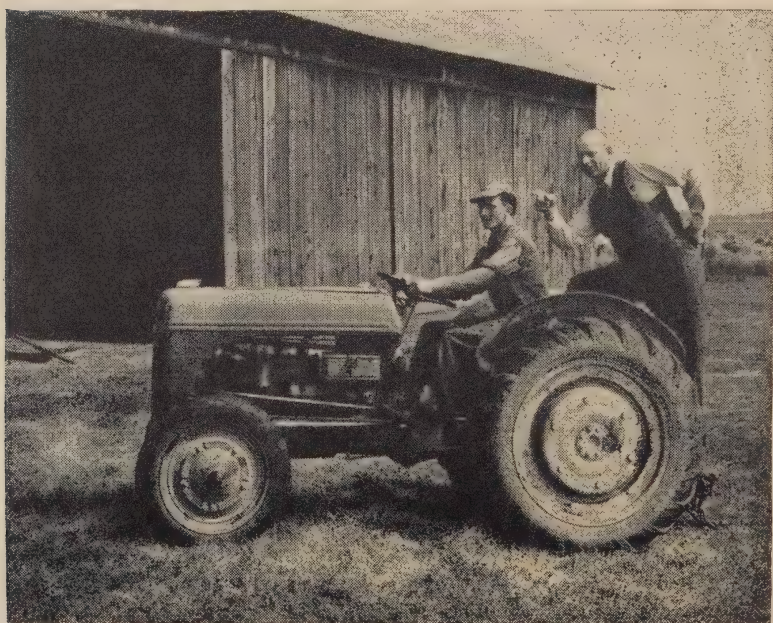
*Good Canadians in the making. Some fine examples of the British immigrant.*



Kingdom in co-operation with the Immigration Branch of the Department of Mines and Resources. During the fiscal year more than 40,000 British emigrants came to Canada. Many of them, without special trade skill, were eager to find a new life in agriculture or through employment in Canada's mines and forests. Among the new arrivals, however, were also technical and professional workers and many skilled craftsmen and artisans whose training and experience assured them a welcome in Canadian industry.

A feature of the operation of the overseas office was the extension to it of the clearance system and the co-operative relations established with the British Labour Exchanges. This made it possible for a Canadian employer who wished to obtain help from the United Kingdom to place his order through a local office of the National Employment Service and either rely upon his own representative overseas to select workers from among applicants available, or make his selection by mail when registrations had been submitted to him.

The overseas office also gave assistance by correspondence and through interview to many hundreds of prospective emigrants who wished to be informed in regard to employment prospects, and working and living conditions in Canada before



*A Polish veteran is told how. These men have worked well on Canada's farms.*

completing their plans. While the stream of migration from Britain did not flow entirely through National Employment Service channels it is safe to say that the work of the Commission's officers was of major importance to the Dominion's immigration programme.

#### EUROPEAN DISPLACED PERSONS

The National Employment Service also played an important role in the settlement in Canada of refugees brought to this country by the Immigration Branch, the Department of Labour and the Commission working together through the Immigration-Labour Committee to carry out the government's European immigration plan.

In the period under review more than 20,100 displaced persons were admitted to Canada and placed in employment under the plan. Included in the total were some 6,580 domestic and household workers and more than 4,000 classified as agriculture workers. The remainder were selected for employment in skilled and unskilled occupations and represented workers for mining, construction, iron and steel, textiles, woodworking and various other industries.

In addition 500 skilled workers from Malta were admitted for specified employment.

Selection and examination of the refugees to be admitted to Canada was carried out in European displaced persons camps under supervision of Labour Department, Immigration Branch and Unemployment Insurance Commission officials. Immigrants were transported to this country under the auspices of the International Refugee Organization. Upon arrival in Canada by ship or by air — an average of more than one ship a week arrived — the refugees became the charge of the Unemployment Insurance Commission. Each ship and air-flight was met by employment service officers and escorts furnished to conduct newcomers to areas where employment awaited them or to dispersal centres where accommodation was provided in hostels while employment was being arranged.

Since a large percentage of the refugees brought to Canada were women and girls the staffs of the women's division of the employment service at head office, in the regions and in the local offices assumed a big share of the immigration work, as reported elsewhere.

In their reception of European refugees, most of whom had known no life other than a fear-haunted existence under prison conditions in a concentration camp, employment service officers extended a fitting welcome to a new land and an introduction to a life of freedom and promise in a country of opportunity.

When, by previous arrangement, employment awaited them the new workers were transferred to their jobs at once, in





*From D.P. camps to employment in Canada. Girls are interviewed in U.I.C. Offices.*



*Happy group from Holland. Dutch immigrant family on arrival at a Canadian Port.*



the care of a regional or local office. When this was not feasible they were accommodated in a hostel for a brief time until suitable work could be found. In all inland transfers, travel details, including purchase of tickets, provision of meals, handling of baggage, etc., was arranged by the employment service. When the length of the trip or size of the party warranted, a conducting officer accompanied the workers to ensure trouble-free journey.

Official attention is given to displaced persons for one year after their arrival to assist them to become adjusted to life in Canada. Officers of the employment service are, therefore, called upon frequently to deal with problems, many of them personal, that affect the well-being and success of the new residents.

#### EMPLOYMENT OF WOMEN

Although in the movement of displaced persons to Canada considerable numbers of female workers entered for industrial employment, the majority of women and girls were admitted under an agreement to accept household or domestic employment and to remain in such employment at least one year. Surveys of job opportunities in households, hospitals and other institutions made by local, regional and head office staff members enable the employment service, in most instances prior to arrival of the workers, to arrange for referral to jobs. Placements were effected smoothly by local offices.

A vast amount of detail was involved in the work. Ships were met, hostel accommodation arranged, all immigrants were interviewed upon arrival and individual records established. Parties were escorted, and in some instances the prospective employment was investigated. Local women's committees composed of representatives of social, welfare, and other agencies were established in centres in which ten or more displaced persons were employed. These gave assistance of great value. More than 800 cases involving medical treatment, hospitalization and a wide variety of social welfare and personal problems were dealt with by the committees and the staffs of the employment service.

By the end of the year the shortage of workers in service occupations had largely been overcome, and the women's staffs of the employment service were planning to resume their regular duties and responsibilities in the interests of employment for women generally.

#### PLACEMENT OF HANDICAPPED WORKERS

Through the special placement facilities provided the employment service succeeded in finding jobs for more than 13,600 handicapped workers. Approximately 6,000 of these were disabled ex-service men and about 100 were ex-service women. Disabilities covered a wide range and included ortho-



*These men are proving that "it's" what you have, not what you've lost, that counts". A special section of the employment service deals with the handicapped.*

paedic cases, respiratory ailments, heart disease, defective hearing and sight, as well as nervous and mental disorders.

Counselling of applicants constitutes an important part of the work in this field and calls for a broad knowledge on the part of employment officers. Emphasis is placed on the capacities the worker possesses and not upon his lack of capacity. Effort in every case is directed to finding employment for him in which his disability will not be an occupational and economic impairment.

The co-operation of industry is also an important factor, and during the year assistance given by employers resulted in the placement of many handicapped persons in jobs formerly regarded as beyond the capacity of a disabled worker.

Acknowledgment should be made here of the help given to the employment service by the Casualty Rehabilitation Branch of the Department of Veterans Affairs and by civic, provincial and national groups and associations organized to assist the hard-of-hearing, the blind and tuberculosis sufferers. The active co-operation of these organizations was an important factor in the work. The aid given through publicity by newspapers, trade journals, health and welfare publications and radio stations, was of genuine and marked assistance.

#### YOUTH EMPLOYMENT AND VOCATIONAL GUIDANCE

Vocational guidance is a subject of increasing interest in the post-war world, and in view of its importance was given a prominent place on the agenda of the meeting of the International Labour Office held in San Francisco in June, 1948. The meeting, at which Canada was represented by a member of the staff of the Commission, heard discussions and considered submissions which will result in formulation of a formal international convention, embodying the principles of vocational guidance. This will be placed before member nations for ratification at a later meeting.

In this country, guidance of youth begins in the schools. Most of the provincial education departments have appointed directors of vocational guidance. Their principal function is to relate the world of school to the world of work. On the initiative of the Commission, youth guidance councils representative of the various youth-serving organizations in the community, as well as of industry and labour, have been set up in a number of centres to assist young people whose main problem is finding suitable employment. Such youth councils are now functioning in New Westminster, Victoria, Vancouver, Vernon, Calgary, Edmonton, Winnipeg, Kitchener, Toronto, Ottawa, Montreal, Drummondville, Three Rivers, Quebec, Chicoutimi, Levis, Saint John, Moncton, Summerside, Halifax, and Sydney. They are giving excellent support to local offices in their youth placement activities.

In the course of their work the committees are concerned with such matters as apprenticeship, school and work histories

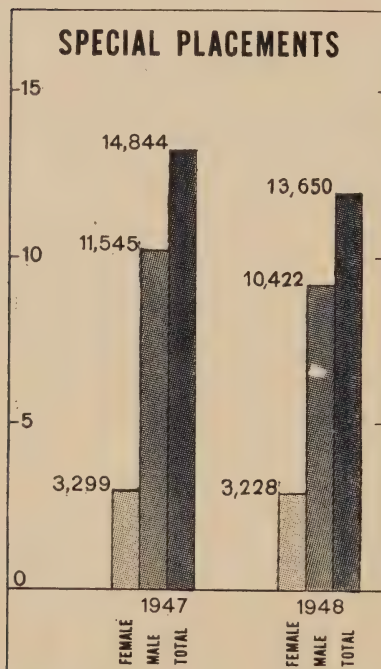


and cumulative records, job analysis, surveys of employment trends, vocational training, etc.

In three of the cities — Winnipeg, Toronto and Montreal — a further step has been taken. Youth guidance centres have been established. They are staffed by employment service specialists, to provide facilities to assist youthful workers, and with the aid of the councils, to function as community clearing houses in all matters related to employment. These youth centres have already proved their worth and provide experience that will be of value in expansion of the Canadian programme.

### VOCATIONAL TRAINING

The Unemployment Insurance Act provides that persons receiving benefit, in certain conditions may be required to attend courses of instruction. Under the Canadian Vocational Training plan, by agreement with the provinces, training is available to persons in various categories. Procedures have been set up which place upon local offices of the Commission responsibility for determining the eligibility for training of persons drawing unemployment insurance benefit, and ensure their co-operation in the selection of candidates for training.



In addition to utilizing the training facilities maintained under the Canadian Vocational Training plan, the Commission has established a procedure known as "Approved Course Training". Occupational courses of types not offered under the Canadian Vocational Training plan, and training opportunities in areas in which facilities do not exist under the plan, if suitable, are declared to be approved. Thus they become available to insurance claimants who wish to receive instruction at their own expense while drawing benefit. Through the two

programmes, training in a wide variety of trades and schools was carried on in all provinces under Commission auspices.

## ADULT GUIDANCE

Unemployment among older workers was the cause of considerable concern during the fiscal year. It is apparent that solution depends on genuine co-operation of employers, the workers themselves, and all those agencies concerned with the problem.

The Commission recognized that many of the older workers required guidance and counselling. In some cases they were inclined to consider their employment field restricted and to avoid employment in other fields. Some were reluctant to face the idea of change, even though their own field was closed to them.

During the year an experimental adult counselling service was set up by the Ontario Regional Office of the Commission in Toronto. The results have been most satisfactory, a large number of workers having been interviewed, many of whom secured employment after counselling. This experiment is continuing and, while it has not yet been extended to other regions, the results fully justify its establishment.

## EMPLOYMENT FOR VETERANS

Efforts of the employment service in the interests of war veterans continued to produce good results. The numbers of male veterans seeking work, as measured by registrations in local offices, was consistently lower at all seasons throughout the fiscal year than in comparable periods of the preceding twelve months. The ratio of male veterans looking for jobs to the total male registrations in local offices was also below the previous year's figure.

Regional and local office staffs as well as head office officers took an active part in the campaign, sponsored by the Department of Veterans Affairs and the Canadian Corps of Commissioners to promote employment of older veterans. The campaign received considerable publicity through radio addresses, distribution of printed material, etc. By vigorous follow-up work with employers the employment service was successful in uncovering many new job opportunities for older men. In September, 1948, the total number of unplaced veterans of the 1914 war and dual-service veterans dropped below 4,000, a record low figure.

The number of veterans of the recent war eligible for out-of-work allowances declined to an insignificant figure during the year but applicants to re-establishment credits showed an increase. This produced a change in the character of the work performed for the Department of Veterans Affairs by officers of the employment service, as new veteran problems arose in connection with applications for assistance.

The Commission made its employment facilities available to the Priorities Branch of the Department of Reconstruction and Supply and to ex-service men in connection with material

allocations for home construction. Applications for materials were taken and the necessary accompanying documents examined. Applications were then forwarded to the appropriate agency. Recently arrangements were completed in which applications for assistance from the Army Benevolent Fund will be dealt with in initial stages by the employment service for the board that administers that fund.

#### EXECUTIVE AND PROFESSIONAL

Improvement in the machinery for placement of applicants in technical, scientific, professional and business occupational categories took place during the year. The operational scope of the five executive and professional offices—located at regional points—was expanded by solicitation of employers through employer relations calls, and by means of printed publicity. Closer co-operation was also established with universities in all provinces. Special offices, staffed with employment service personnel, were maintained at the Universities of Manitoba, Saskatchewan, and Alberta, to provide service to graduates and students of those institutions.

Clearance procedure was broadened to include circulation to the office in London of Canadian employers' orders for executive and professional help unobtainable in this country. Many persons in the United Kingdom interested in building professional careers for themselves in Canada were assisted by correspondence.

In the autumn of 1948 a survey of salaries paid in industry to clerical and technical workers was conducted for the Civil Service Commission with results that were highly satisfactory to that government agency. In the past year the employment service further assisted the Civil Service Commission and the National Research Council by organizing for representatives of these bodies, visits to universities and by arranging student interviews, in the campaign to recruit technical personnel. A staff recruiting project was also organized for the United Nations Economic, Scientific and Cultural Organization in co-operation with the Canadian United Nations Society. As a result of this work the United Nations representative has recommended that the employment service be regarded in future by the United Nations Organization as the agency for recruitment in Canada of specialists for its various offices and subsidiary bodies.

#### OCCUPATIONAL RESEARCH AND EMPLOYMENT MARKET INFORMATION

In the previous report reference was made to the occupational analyses that had been undertaken to provide scientific aids for the use of local office personnel engaged in selecting applicants to fill employers' orders. During the year a number of sets of trade questions were compiled and distributed to local



offices. This material, designed for use in both registration and selection work, will make possible a better and more complete assessment of the capacities of applicants for employment and a more accurate and effective matching of workers' qualifications with job specifications of employers.

A new project has been launched to collect occupational data by means of the job analysis technique. The object is to determine the skills, abilities, education, training, physical requirements and other characteristics necessary for successful job performance in principal occupational categories of Canadian industry. These studies it is expected will provide additional tools for local office use in serving workers and employers.

Reports on employment and industrial conditions were obtained monthly from regional and local offices. By means of regular bulletins and special releases, employment market data was made available to other branches of the Commission as well as to various government departments.

The semi-annual surveys of hirings and separations inaugurated in 1947 were continued and reports compiled for each half-year period showing the numbers of persons on payrolls, the numbers hired and the numbers separated in the establishments of 50,000 employers. The reports are not only important to local offices in connection with employer relations activities, but indirectly they benefit employers who use the National Employment Service. They furnish valuable information on seasonal labour requirements of industry which will enable the Commission organization to render more efficient service in the employment field. Bulletins showing the average monthly rate of separations, by industrial groups, were prepared and distributed to reporting employers.

The Commission is considering a canvass to obtain reasons given by employees for leaving, as well as other information which might be useful to employers. This canvass would be conducted on a voluntary basis and comprise only the larger employers.

#### NATIONAL EMPLOYMENT COMMITTEE

The National Employment Committee, which is established under authority of the Unemployment Insurance Act (Section 90) to advise and assist the Commission in carrying out the purposes of the employment service, held four regular meetings during the year under the chairmanship of Judge W. J. Lindal of Winnipeg.

The five regional committees, whose work is co-ordinated by the national body, functioned successfully during the year. Important resolutions from these groups (many of which originated with local advisory committees) reached the National Committee for consideration. Regional and local committees in turn dealt with matters and made studies in relation to problems referred to them by the National Committee.

**GROWTH OF UNEMPLOYMENT INSURANCE FUND**

(BALANCE AT EACH MARCH 31, 1945—1949)



Thus the views and opinions of labour and industry in all parts of the country on employment questions were available to the Commission. Placement of older workers, apprenticeship, recruitment of farm labour and restaurant help, treatment of unemployables, and rehabilitation through employment of former prison inmates, were some of the important topics that engaged attention.

Authorization was issued during the year by the Commission for establishment of local committees at Yarmouth, Liverpool and Kentville, N. S.; Campbellton and Edmundston, N. B.; Chatham and Sarnia, Ontario; Cranbrook, Courtenay, Duncan and Nanaimo, B. C., bringing the total number of local advisory bodies to 80. Several local committees were reorganized and appointments made to local and regional groups.

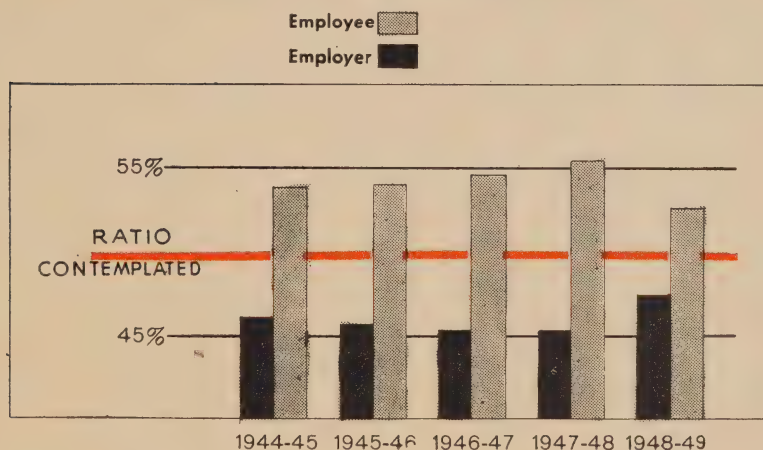
**UNEMPLOYMENT INSURANCE**

The Act has now been in force for nearly eight years. Fortunately there has been no major business recession since

the legislation became operative. As time goes on more and more communities, employers and workers are coming in direct contact with unemployment insurance. In communities where substantial lay-offs have occurred, retail merchants have found little recession in their business and fewer calls for credit; relief and welfare agencies fewer demands for assistance; and workers themselves are relieved of the fear which formerly went hand in hand with temporary unemployment.

The year under review was one of progress so far as the insurance provisions of the Act are concerned. Some extensions of coverage were made, contribution and benefit rates were brought into line with changing conditions, and necessary adjustments in administration were effected. The following paragraphs deal with the principal developments in this regard and also touch on the management of the Unemployment Insurance Fund, the extent to which the labour force is insured and the arrangements for extending insurance and unemployment assistance to workers in Newfoundland.

### RATIO OF EMPLOYEE TO EMPLOYER SHARES OF CONTRIBUTIONS



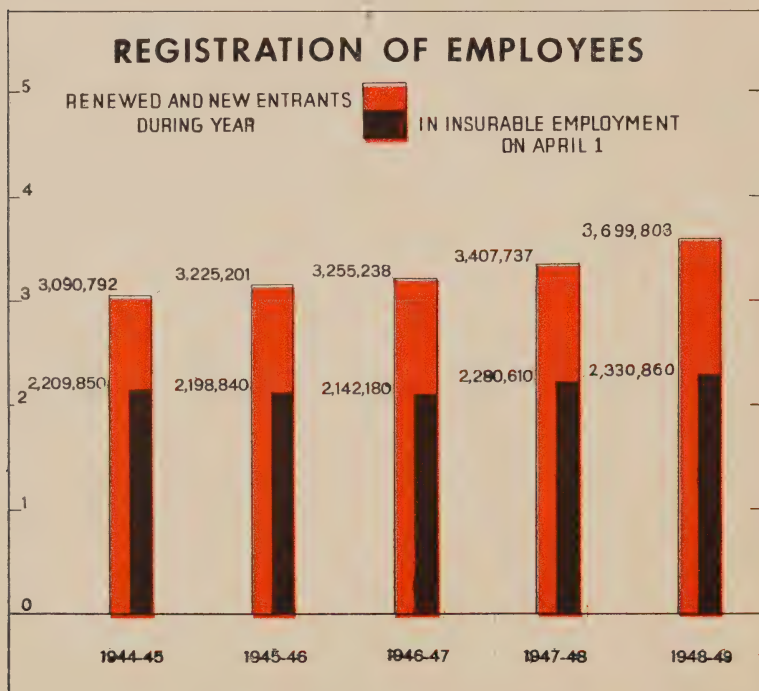
### CHANGES IN CONTRIBUTION RATES

By the beginning of 1948, because of successive increases in the limit for insurability, the rate of contributions and consequently of benefit payments for employees in the highest contribution class had become disproportionately low. These rates had been established in 1940 when the limit for insurability was \$2,000, whereas by 1948 the limit for salaried employees had been raised to \$3,120, and had been removed altogether for employees paid by the hour, day, piece or mile. Moreover, as a result of the rise in wages, about 75% of all



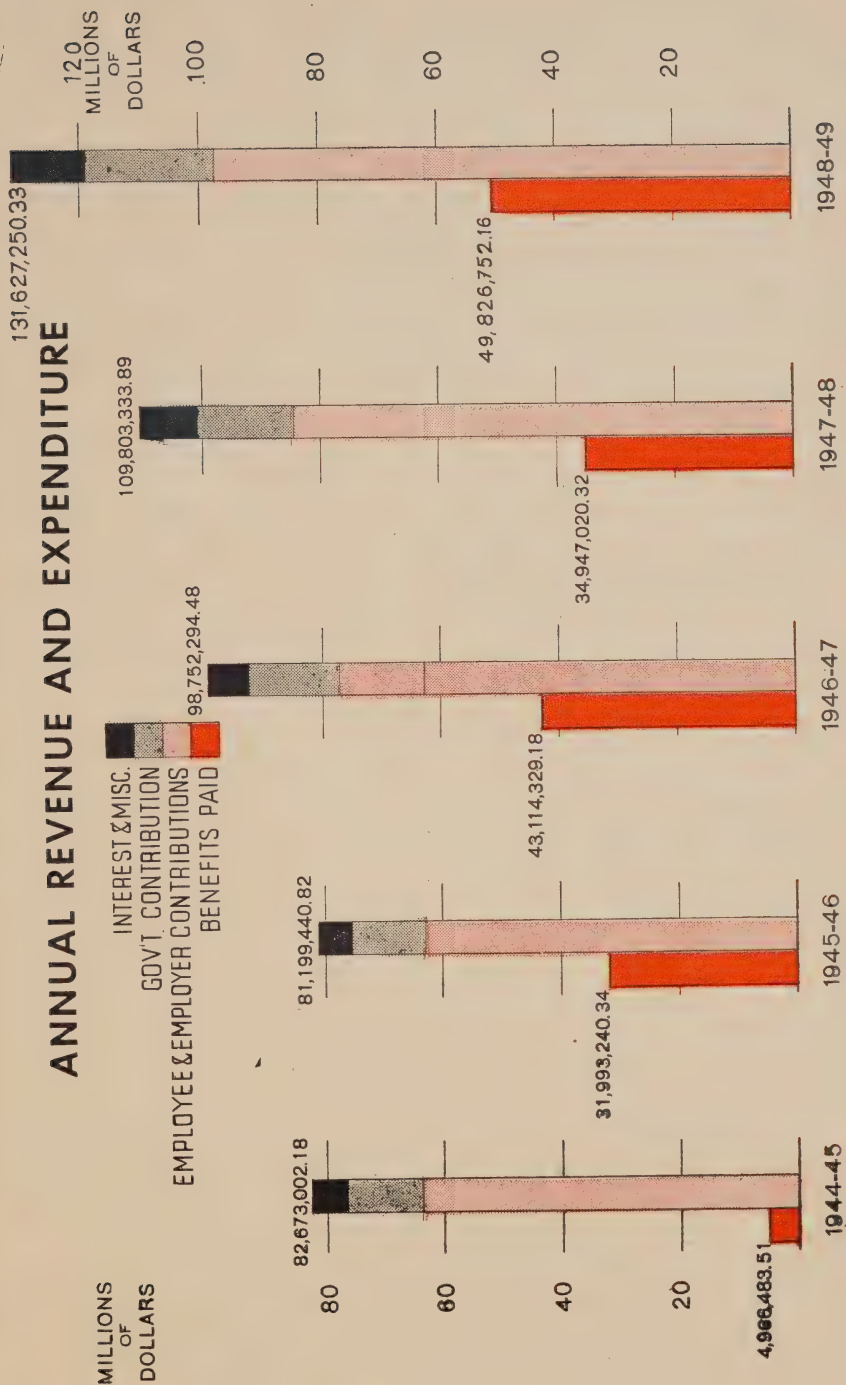
contributors had moved into the highest class where employee contributions were at a higher rate than employer contributions. This had disturbed the overall balance between employer and employee contributions, which were intended to be approximately equal.

In October, 1948, a new schedule of contribution rates was put into effect, restoring approximate parity to employer and employee contributions and adding a new and higher class. The new schedule provided for a weekly payment of 42c by the employee and 42c by the employer where the weekly rate of earnings was \$34.00 or more. Previously the maximum had been 36c and 27c respectively for any employment where the weekly rate was \$26.00 or more. The Unemployment Insurance Fund is built up by contributions from employers and workers. To their total contributions the government adds one-fifth and also pays the entire costs of administration of the employment and insurance services of the Commission.



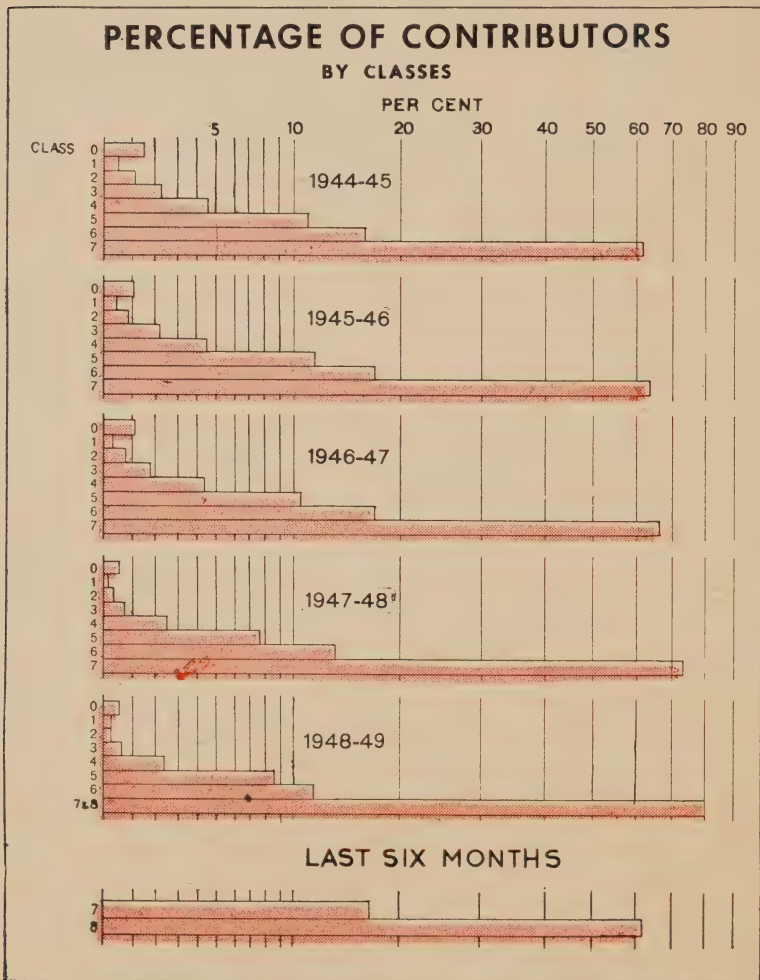
#### CHANGES IN COVERAGE

Coverage was extended to employment in stevedoring from April 1st, 1948. It is estimated that this brought some 10,000 additional employees within the scope of the Act. Special regulations were made to deal with the problems pre-



sented by this industry, namely, the seasonal character of its operations and the multiplicity of employers and the abnormal hours worked in certain ports. Seasonal regulations were put into effect so as to restrict the payment of benefit in the off-season in the case of claimants with a history of seasonal employment only. At ports where stevedores customarily work for several employers on the same day and where they often work abnormally long hours on some days and not at all on others, a scale of cash divisors was introduced to determine the number of contributions to be credited to a stevedore in a pay period.

Another amendment effective from October, 1948, provided a more uniform basis on which permanent employees of





federal, provincial and municipal authorities may be excepted. The amendment empowers the Commission to specify an acceptable test of permanency, instead of leaving to the employer the interpretation of what constitutes employment of a permanent character. The Commission has specified that government or municipal employment shall be excepted only where it is certified that the employee (1) has rights in an established superannuation, pension or retirement fund, or (2) has been employed for at least three years on the regular establishment in a position requiring full-time service for not less than eight months a year. The amendment makes it more certain that coverage shall be provided for public servants whose permanency is not yet confirmed.

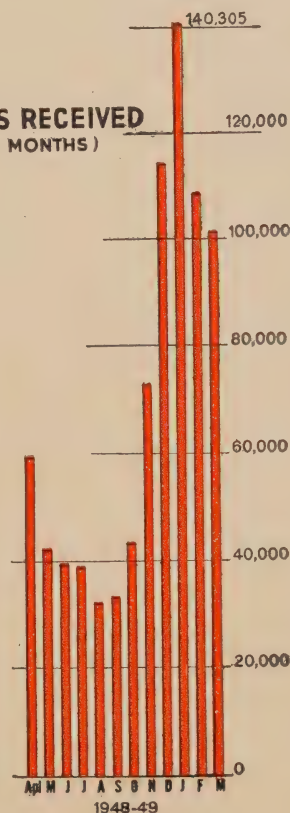
Only one significant restriction of coverage was made during the year. Real estate agents paid solely by commission were excluded by a regulation effective from January 12th, 1949. Several years' experience had shown that it was impossible to make an adequate distinction between real estate agents employed in insurable employment and those who were independent agents.

#### BENEFIT PROVISIONS AMENDED

The addition of a new contribution class automatically resulted in a higher maximum rate of benefit for persons in the top earnings bracket. For a claimant with a dependent, the maximum weekly amount was raised from \$14.40 to \$18.30. For a claimant without dependents the maximum weekly amount was raised from \$12.30 to \$14.40.

To accelerate the computation of benefit where a claimant's current insurance book contains the statutory number of contributions required to qualify him for benefit (180 daily contributions within the two years preceding the date of claim), an amendment in October, 1948 provided that the daily rate of benefit shall be determined by the average of the most recent 180 daily contributions made within the two

#### CLAIMS RECEIVED (BY MONTHS)



years preceding the date of claim. Formerly the average of all contributions within the two years determined the rate. In this way the initial determination can be made in many cases from the current insurance book, without having to refer to previous years' contributions. The procedure is expected to save much time where mass layoffs result in a sudden flood of claims at particular offices.

#### SEASONAL REGULATIONS

The Commission has power under the Act to apply special regulations governing payment of benefit to persons who work for only part of the year in a seasonal industry, if it is found that payment of benefit under the ordinary conditions results in anomalies having regard for the benefits of other insured persons. It is a principle of all insurance schemes that benefit should not be disproportionate to the insurable interest of the insured person. Further, the scheme must insure against a risk, not against a certainty.

In November, 1948 the Commission gave notice of its intention to apply seasonal benefit regulations to the fruit and vegetable industry (packing and first processing). Public hearings were held in January and February, 1949 to allow interested parties to make representations. An investigation was also being made of the fish packing industry with a view to deciding whether seasonal regulations should be applied to it.

The seasonal regulations that have been applied to certain industries are designed to segregate persons working in those industries according to whether they work on a seasonal basis only or continuously throughout the year. It is considered unreasonable that persons working in an industry that shuts down completely during a substantial part of the year should be paid benefit in the off-season, unless their employment history shows that they have ordinarily worked in the off-season or have such a substantial record of insurable employment that they should not be deemed seasonal workers.

#### CLAIMS DEALT WITH MORE SPEEDILY

The Commission is now in a position to report that satisfactory results have been achieved through decentralization of adjudication. In order to speed up the adjudication of benefit claims, the number of offices authorized to do this work had been greatly increased. Adjudication of claims now takes place at thirty-six points throughout Canada, instead of at only nine. Claims are dealt with more speedily, and the public benefits.

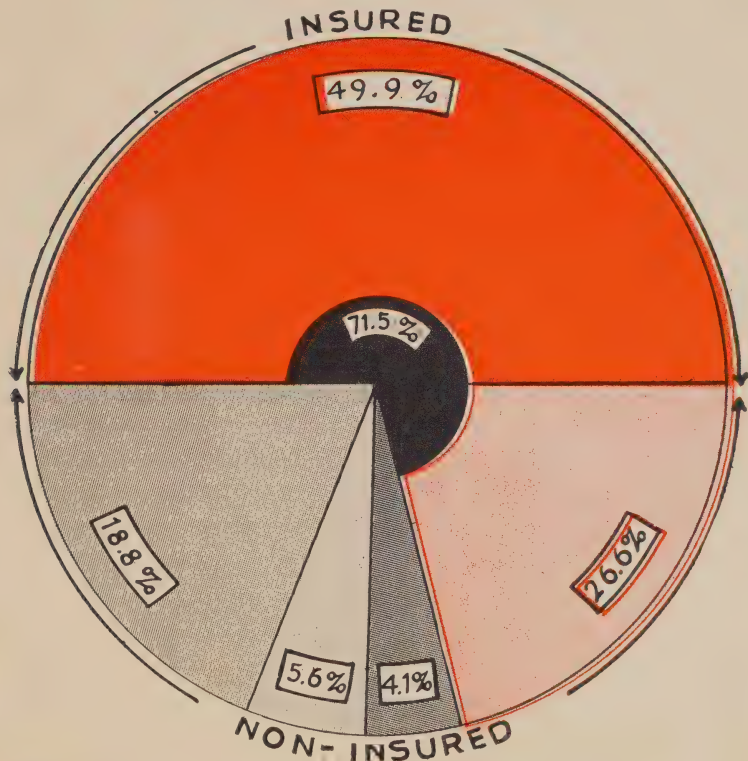
#### UNEMPLOYMENT INSURANCE FUND







At March 31st, 1948 the balance in the Unemployment Insurance Fund was \$447,734,939.21. During the fiscal year

1948-49 revenue from contributions by employers, employees and the government totalled \$119,505,573.69. Miscellaneous revenue (interest on investments, etc.) increased the total revenue to \$131,627,250.33. Benefit paid totalled \$49,826,752.16 leaving a net balance at March 31st, 1949 of \$529,535,437.-38. (See appendices XVII and XVIII.)

### CANADIAN CIVILIAN LABOUR FORCE

(Week Ending November 20, 1948)



	Own-account Workers . . .	934,000	
	Unpaid Family Workers . . .	278,000	
	Employers . . . . .	205,000	
			<hr/>
			1,417,000
	Non-Insured wage-earners .	1,070,000	
	Insured wage-earners . . .	2,477,000	
			<hr/>
	Total wage-earnes . . . . .	3,547,000	
			<hr/>
			4,964,000

(Source D.B.S.)





*Some auditors must be good sailors. This one is visiting employers along the Gulf of St. Lawrence.*



*A jeep has been pressed into service for audit work in one section of B. C.*

The state of the Fund is reviewed each year by the Unemployment Insurance Advisory Committee, a body independent of the Commission on which both labour and management are equally represented. The Committee reports directly through the Governor in Council to Parliament.

In its last annual report, dated July 28th, 1948 the Committee, commenting on the size of the Fund, which then amounted to nearly \$450 million, remarked that its present size is the result of seven years of high employment as well as of some increase in contributions because of increases in earnings. Since the experience of the Fund has been entirely that of unusually high employment of long duration it is impossible at present to judge of the adequacy of the Fund in the face of severe depression.

The Committee's report further commented on the excessive benefit claims received as a result of seasonal changes in employment, particularly in rural areas, and emphasized the need for seasonal regulations to govern the payment of benefit in seasonal industries such as stevedoring, inland water transportation and the handling and first processing of fruits and vegetables and in fish processing and canning.

The Unemployment Insurance Fund is managed by an Investment Committee consisting of three persons nominated respectively by the Minister of Labour and the Minister of Finance and including the Governor or Deputy Governor of the Bank of Canada. In the early days of the Unemployment Insurance Commission, when funds available for investment were small and had to be available in readily realizable form, most of the investments were made in short-term Dominion Government securities. As funds accumulated during the war, a gradual shift was made so that a relatively greater amount of total investments was in long-term issues yielding a larger revenue for the Commission.

#### PERCENTAGE OF LABOUR FORCE INSURED

The labour force was estimated to number 4,964,000, at November 20th, 1948. This number includes both employed and unemployed persons, but excludes persons keeping house, attending school, or too old or infirm to work. The total insured population is estimated at 2,447,000, amounting to 49.9% of the total gainfully employed. (*See graph.*)

#### AUDIT OF EMPLOYERS

Employers are audited about every eighteen months. In British Columbia the extension of coverage to lumbering and logging has created additional travel difficulties for auditors. During the year the Commission purchased a jeep for their use in reaching lumber camps.

During 1948 two auditors made visits along the north shore of the Gulf of St. Lawrence as far as the coast of Labrador. For this purpose they travelled by boat, choosing the season of favourable weather in July and August. It required nearly six weeks to visit some 50 inhabited places in the 730 miles between Quebec City and Blanc Sablon at the boundary of Labrador.

#### INTEREST OF LABOUR UNIONS

The general public and labour unions particularly have shown growing interest in the provisions of the Unemployment Insurance Act. At several meetings of labour organizations during the year the officers of the Commission were invited to speak about the benefit provisions of the Act, especially in regard to principles of adjudication. The Commission would like to record its very sincere appreciation of the co-operation given so freely by labour unions in acquainting their membership with the Act and regulations. This has been most helpful and resulted in a better understanding of the plan among those who are vitally interested.

#### EXTENSION OF INSURANCE TO NEWFOUNDLAND

The insurance branch was actively engaged during the latter part of the year in preparations for insuring workers in Newfoundland upon the entry of that country into confederation on April 1st, 1949. Considerable preliminary work was done in estimating the insurable population and where it was concentrated; arranging for the distribution and sale of unemployment insurance stamps; arranging for the registration and inspection of employers; and preparing for the payment of claims.

Under the terms of union, the Government of Canada had agreed to pay unemployment assistance to persons resident in Newfoundland who were unemployed at the date of union or lose their employment within two years thereafter, if they were engaged in insurable employment but had not yet been able to qualify for unemployment insurance benefit. Assistance was to be paid out of monies appropriated by Parliament, not out of the Unemployment Insurance Fund. However, claimants had to satisfy the same conditions as benefit claimants regarding availability and capability, and payment was to be at the rate corresponding to what would be paid if the workers were entitled to unemployment insurance benefit. The payments were to be made through the Commission's local offices. Special procedures were therefore devised for taking and paying claims for assistance as an alternative to benefit where persons registered for work could not be placed.

Preliminary figures show that the total working force in Newfoundland is 112,512, of whom 40,585 are expected to be



insurable. The composition of the working force is shown in the following table:

Insurable workers .....	40,585	
Non-insurable:		
Employers .....	1,805	
Own account workers .....	36,844	
Family Workers (no pay) .....	2,748	
Wage earners (logging, fishing, etc.)	30,530	71,927
Total gainfully occupied .....		112,512

### CONCLUSION

With the preparation and submission of this report, the Commission starts on a new fiscal year. What 1949-1950 will produce in the insurance or employment fields cannot be forecast. The year opens well with nothing to indicate unfavourable employment conditions. It is hoped that this will continue.

Whatever the future may have in store, the Commission feels that its organization is now well established, its staff trained and competent. Its effort will be to improve, wherever improvement is possible, to the end that the public may receive the best service which can be given.

## UNEMPLOYMENT INSURANCE COMMISSION

Head Office	—	Ottawa, Ont.		
Regional Offices	—	Maritime Region	—	Moncton, N.B.
	—	Quebec	“	Montreal, Que.
	—	Ontario	“	Toronto, Ont.
	—	Prairie	“	Winnipeg, Man.
	—	Pacific	“	Vancouver, B.C.

## UNEMPLOYMENT INSURANCE COMMISSION NATIONAL EMPLOYMENT SERVICE OFFICES

\* Both Regional and Local Offices at these centres.—† Agency established at these centres.  
† Courts of Referees appointed at these centres. — Above list does not include 76 sub-offices and itinerant offices.

## APPENDIX II

ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT  
INSURANCE COMMISSION DURING THE PERIOD  
APRIL 1, 1948, TO MARCH 31, 1949

Salaries and Wages. . . . .	\$14,862,104.53
Living and Other Allowances. . . . .	14,517.22
Professional and Special Services. . . . .	182,325.80
Commission to Post Office Department . . . . .	365,816.36
Printing, Stationery and Office Equipment . . . . .	598,562.60
Unemployment Insurance Stamps. . . . .	69,660.30
Unemployment Insurance Books. . . . .	70,661.49
Travelling Expenses. . . . .	532,331.51
Express, Freight and Cartage. . . . .	70,342.75
Acquisition of Equipment. . . . .	2,756.14
Telephone, Telegrams and Postage. . . . .	535,174.41
Alterations, Maintenance and Repairs — Bldgs. . . . .	239,850.73
Rents, Including Building Services . . . . .	1,246,740.27
Advertising and Publicity. . . . .	65,195.74
Sundries . . . . .	109,090.82
	<u>\$18,965,130.67</u>

## APPENDIX III

CRIMINAL PROCEEDINGS AGAINST DELINQUENTS UNDER THE  
UNEMPLOYMENT INSURANCE ACT, 1940, AS AMENDED,  
AND THE REGULATIONS MADE THEREUNDER

Type of Case	Fiscal Year 1948-49						
	Carried over from previous Fiscal Year	Com-menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con-victions or Satis-factory Settle-ment	With-drawals	Acquit-tals	Awaiting Results of Trials
For failure to pay Unem- ployment Insurance Con- tributions (employers) . .	13	69	82	63	6	1	12
For obtaining benefit ille- gally (claimants) . . . . .	63	594	657	526	18	10	103
For failure to return Insu- rance Books (employers) . .	..	36	36	27	9	..	..
For failure to produce re- cords for inspections(em- ployers) . . . . .	3	6	9	5	..	1	3
For failure to keep ade- quate records (em- ployers) . . . . .	..	8	8	5	2	1	..
For illegal sale of stamps . .	1	..	1	1	..	..	..
For failure to obtain Insu- rance Book from an em- ployee. . . . .	..	1	1	1	..	..	..
Totals. . . . .	80	714	794	628	35	13	118

NOTE.—Included among the withdrawals are cases in which the accused could not be  
 cited or where subsequently reported facts indicated that prosecutions should not be proceeded  
 with.



## APPENDIX IV

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS DURING  
THE YEAR APRIL 2, 1948 TO MARCH 31, 1949

Months	Regular Placements		Casual Placements*		Total Placements		Total
	Men	Women	Men	Women	Men	Women	
1948							
April 2 to April 29. . . . .	35,284	11,972	4,076	5,465	39,360	17,437	56,797
April 30 to May 27. . . . .	43,214	12,285	5,159	5,079	48,373	17,364	65,737
May 28 to July 1. . . . .	53,428	17,356	6,585	5,684	60,013	23,040	83,053
July 2 to July 29. . . . .	42,257	13,536	5,192	3,703	47,449	17,239	64,688
July 30 to August 26. . . . .	40,495	12,525	3,747	3,752	44,242	16,277	60,519
Aug. 27 to Sept. 30. . . . .	54,878	17,554	5,740	5,418	60,618	22,972	83,590
Oct. 1 to Oct. 28. . . . .	39,635	13,951	5,188	4,537	44,823	18,488	63,311
Oct. 29 to Nov. 25. . . . .	31,416	13,392	4,556	4,105	35,972	17,497	53,469
Nov. 26 to Dec. 30. . . . .	26,887	12,528	6,041	4,947	32,928	17,475	50,403
1949							
Dec. 31 to Feb. 3. . . . .	21,097	13,883	4,098	4,437	25,195	18,320	43,515
Feb. 4 to March 3. . . . .	17,393	10,579	3,966	3,304	21,359	13,883	35,242
Mar. 4 to Mar. 31. . . . .	21,201	11,355	3,918	4,020	25,119	15,375	40,494
Total 1948-49. . . . .	427,185	160,916	58,266	54,451	485,451	215,367	700,818

\*Placements are termed "Casual" when the duration of the employment offered is seven days or less.

## APPENDIX V

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
NATIONAL EMPLOYMENT SERVICE OFFICES BY PROVINCES DURING  
THE YEAR APRIL 2, 1948 TO MARCH 31, 1949

Provinces	Regular Placements		Casual Placements*		Total Placements		Total
	Men	Women	Men	Women	Men	Women	
Prince Edward Island. . . . .	2,766	1,024	477	162	3,243	1,186	4,429
Nova Scotia. . . . .	10,418	4,829	2,855	1,474	13,273	6,303	19,576
New Brunswick. . . . .	12,211	3,385	1,770	1,482	13,981	4,867	18,848
Quebec. . . . .	88,176	32,159	2,054	6,717	90,230	38,876	129,106
Ontario. . . . .	177,629	68,350	24,956	20,012	202,585	88,362	290,947
Manitoba. . . . .	24,940	13,936	8,309	8,937	33,249	22,873	56,122
Saskatchewan. . . . .	16,509	6,553	3,994	3,580	20,503	10,133	30,636
Alberta. . . . .	38,975	12,016	5,340	5,788	44,315	17,804	62,119
British Columbia. . . . .	55,561	18,664	8,511	6,299	64,072	24,963	89,035
Total for Canada. . . . .	427,185	160,916	58,266	54,451	485,451	215,367	700,818
Comparable Totals — Year 1947-48. . . . .	467,855	157,328	42,475	54,826	510,330	212,154	722,484

\*Placements are termed "Casual" when the duration of the employment offered is seven days or less.

## APPENDIX VI

APPLICATIONS FOR EMPLOYMENT AS REGISTERED BY THE NATIONAL  
EMPLOYMENT SERVICE OFFICES DURING THE YEAR  
APRIL 2, 1948 TO MARCH 31, 1949

Provinces	Men	Women	Totals
Prince Edward Island. . . . .	5,961	2,444	8,405
Nova Scotia . . . . .	55,200	15,869	71,069
New Brunswick . . . . .	44,244	12,425	56,669
Quebec. . . . .	310,494	96,302	406,796
Ontario . . . . .	426,656	170,987	597,643
Manitoba . . . . .	76,862	40,657	117,519
Saskatchewan. . . . .	46,601	21,831	68,432
Alberta. . . . .	74,529	33,693	108,222
British Columbia. . . . .	184,661	69,194	253,855
Totals for Canada . . . . .	1,225,208	463,402	1,688,610
Comparable Totals — Year 1947-48. . . . .	1,156,005	440,657	1,596,662

## APPENDIX VII

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED  
BY THE NATIONAL EMPLOYMENT SERVICE OFFICES DURING  
THE YEAR APRIL 2, 1948 TO MARCH 31, 1949

Provinces	Men	Women	Total
Prince Edward Island. . . . .	4,159	1,864	6,023
Nova Scotia . . . . .	18,236	9,741	27,977
New Brunswick . . . . .	19,515	7,933	27,448
Quebec. . . . .	155,756	82,252	238,008
Ontario . . . . .	330,497	165,430	495,927
Manitoba . . . . .	49,812	34,737	84,549
Saskatchewan. . . . .	31,179	16,790	47,969
Alberta. . . . .	62,005	28,240	90,245
British Columbia. . . . .	91,673	39,888	131,561
Totals for Canada . . . . .	762,832	386,875	1,149,707
Comparable Totals — Year 1947-48. . . . .	941,659	429,465	1,371,124

## APPENDIX VIII

EMPLOYMENT OPERATIONS OF THE NATIONAL EMPLOYMENT SERVICE  
OFFICES APRIL 2, 1948 TO MARCH 31, 1949

		Applications Registered	Vacancies Notified	Placements Effected
Prince Edward Island. . . . .	Male	5,961	4,159	3,243
	Female	2,444	1,864	1,186
	Total	8,405	6,023	4,429
Nova Scotia . . . . .	Male	55,200	18,236	13,237
	Female	15,869	9,741	6,303
	Total	71,069	27,977	19,576
New Brunswick . . . . .	Male	44,244	19,515	13,981
	Female	12,425	7,933	4,867
	Total	56,669	27,448	18,848
Quebec. . . . .	Male	310,494	155,756	90,230
	Female	96,302	82,252	38,876
	Total	406,796	238,008	129,106
Ontario . . . . .	Male	426,656	330,497	202,585
	Female	170,987	165,430	88,362
	Total	597,643	495,927	290,947
Manitoba. . . . .	Male	76,862	49,812	33,249
	Female	40,657	34,737	22,873
	Total	117,519	84,549	56,122
Saskatchewan. . . . .	Male	46,601	31,179	20,503
	Female	21,831	16,790	10,133
	Total	68,432	47,969	30,636
Alberta. . . . .	Male	74,529	62,005	44,315
	Female	33,693	28,240	17,804
	Total	108,222	90,245	62,119
British Columbia . . . . .	Male	184,661	91,673	64,072
	Female	69,194	39,888	24,963
	Total	253,855	131,561	89,035
Canada . . . . .	Male	1,225,208	762,832	485,451
	Female	463,402	386,875	215,367
	Total	1,688,610	1,149,707	700,818



# APPENDIX IX

## NUMBER OF PERSONS ISSUED AN UNEMPLOYMENT INSURANCE BOOK, AS OF APRIL 1st 1948.

CLASSIFIED BY INDUSTRY AND PROVINCES\* (Based on a 10 per cent Sample Count)

Industry	Canada	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
culture. . . . .	1,840	30	20	10	110	860	190	130	200	290
stry and Logging. . . . .	14,910		30	140	260	700	10	10	260	13,500
ng, Hunting and Trap- ing. . . . .	820		20	20	10	50				720
ug, Quarrying and Oil ells. . . . .	74,300		13,760	920	12,070	23,780	4,570	1,090	10,660	7,450
etal Mining. . . . .	39,980		10	10	7,200	22,330	4,340	20	890	5,180
els. . . . .	26,350		13,330	810		190		660	9,700	1,660
n-Metal Mining. . . . .	5,310		390	80	3,560	330	130	400		420
arrying Clay and Sand Pits. . . . .	2,460		30	20	1,240	870	100	10		190
nspecting. . . . .	200				70	60			70	
ufacturing. . . . .	993,890	790	21,080	20,800	342,080	465,900	38,080	9,310	22,440	73,410
od and Beverages. . . . .	104,860	380	3,240	5,260	26,220	45,250	6,850	3,020	6,490	8,150
acco and Tobacco Pro- ducts. . . . .	8,330	10	10		7,020	1,270				20
ubber Products. . . . .	20,450		10		6,180	14,180		20	30	30
ather Products. . . . .	30,830		130	360	15,980	12,840	680	170	80	590
xtile Products (except Clothing). . . . .	68,860	30	1,230	1,490	38,280	25,890	810	110	70	950
othing (Textile and Fur) ood Products. . . . .	102,350	10	1,550	590	55,930	36,620	5,070	100	850	1,630
per Products. . . . .	79,070	40	1,470	2,870	19,620	24,390	1,690	790	2,460	25,740
rinting Publishing and Allied Industries. . . . .	56,450		960	3,830	19,330	24,620	1,100		60	6,550
n and Steel Products. . . . .	46,640	70	1,230	700	11,400	24,080	2,950	1,120	1,300	3,790
nsportation Equipment n-Ferrous Metal Pro- ducts. . . . .	147,960	90	7,370	1,370	36,400	88,570	4,850	610	2,240	6,460
nsportation Equipment n-Ferrous Metal Pro- ducts. . . . .	129,870	60	2,870	2,430	36,810	62,940	10,040	2,050	4,730	7,940
ectrical Apparatus and Supplies. . . . .	38,880		10	580	13,600	17,710	360	40	310	6,270
n-Metallic Mineral Pro- ducts. . . . .	55,500		210	10	17,500	36,200	650	180	210	540
ducts of Petroleum and Coal. . . . .	26,680		430	320	9,370	12,840	570	190	1,560	1,400
hemical Products. . . . .	12,240		20	80	3,530	4,240	450	710	1,670	1,540
scellaneous Manufac- turing Industries. . . . .	39,090	100	340	480	17,300	18,690	1,030	90	160	900
struction. . . . .	25,830			430	7,610	15,570	980	110	220	910
neral Contractors. . . . .	126,800	610	3,470	3,330	37,990	51,020	4,880	2,580	7,160	15,760
ecial Trade Contrac- tors (Subcontractors) . . . . .	83,310	450	2,770	2,670	23,430	33,610	3,030	1,960	4,870	10,520
nsportation, Storage and mmunication. . . . .	43,490	160	700	660	14,560	17,410	1,850	620	2,290	5,240
nsportation. . . . .	244,130	260	7,030	19,890	61,640	72,950	35,140	8,230	12,030	26,960
orage. . . . .	204,770	230	6,720	18,750	49,870	56,190	33,900	6,330	11,290	21,490
mmunication. . . . .	7,100	30	70	160	780	2,430	1,050	1,340	400	840
ic Utility Operations . . . . .	32,260		240	980	10,990	14,330	190	560	340	4,630
olesale Trade. . . . .	24,360	80	1,600	890	4,030	14,540	500	60	1,430	1,230
etail Trade. . . . .	393,820	1,960	15,000	13,450	90,110	156,520	32,450	17,120	25,190	42,020
ce, Insurance and Real estate. . . . .	95,690	370	4,390	2,870	23,400	30,950	10,410	4,200	8,060	11,040
mmunity or Public Ser- vice. . . . .	298,130	1,590	10,610	10,580	66,710	125,570	22,040	12,920	17,130	30,980
ce, Insurance and Real estate. . . . .	76,570	220	1,580	1,320	21,360	34,240	5,520	2,210	2,970	7,140
mmunity or Public Ser- vice. . . . .	258,500	470	7,570	4,650	52,370	122,520	14,090	9,310	16,550	30,970
overnment Service. . . . .	20,510	50	600	340	3,980	8,490	1,410	1,070	1,360	3,210
overnment Service. . . . .	83,240	80	3,050	880	6,930	55,320	3,480	1,990	3,550	7,960
creation Service. . . . .	13,850	20	640	270	3,010	5,910	1,030	490	1,000	1,480
usiness Service. . . . .	26,260	40	240	530	7,580	11,560	1,540	570	1,220	2,980
ersonal Service. . . . .	114,640	280	3,040	2,630	30,870	41,240	6,630	5,190	9,420	15,340
ecified. . . . .	9,290	10	390	180	3,130	1,780	990	300	120	2,390
mployed. . . . .	111,630	390	4,940	1,620	33,270	32,670	16,000	5,830	9,630	7,280
Totals. . . . .	2,330,860	4,820	76,490	67,230	658,430	977,530	152,420	56,180	108,640	229,120
Number of Unemploy- ment Insurance Books issued during the year 1948. . . . .	3,699,803	12,894	142,811	117,219	1,031,321	1,488,724	225,085	103,420	180,283	398,046

\*The statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewal of 1948.

For the purpose of classifying insured persons by industry, the standard classification is used. The Unemployment Insurance Act, excepts from unemployment insurance persons engaged in certain employment, e.g., "employment in agriculture, culture and forestry", "employment in fishing", etc. However, it is possible that persons who under the census classification are excepted employment, may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time the employing firm or person may be placed in agriculture according to the standard classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally excepted.

The workers classified (2,330,860) are those reported as actually in the insured working force at April 1, 1948. The larger figure (3,699,803) includes all those who were employed in insurable employment at any time during the period April 1, 1948 to March 31, 1949.

## APPENDIX X

## STATEMENT OF EMPLOYER AND EMPLOYEE CONTRIBUTIONS AND PROPORTION OF TOTAL INSURED EMPLOYEES ESTIMATED BY CLASSES FOR THE FISCAL YEAR ENDED MARCH 31, 1949

Class	Weekly Earnings	Employer	Employee	Combined Total	Per Cent of Combined Total	Per Cent of Employees By Contribution Classes
		\$ cts	\$ cts.	\$ cts.		
0. ....	Less than 90c a day. ....	200,143.24	.....	200,143.24	.20	0.60
1. ....	\$ 5.40-\$ 7.49	73,809.09	51,740.39	125,549.48	.13	0.30
2. ....	7.50- 9.59	120,650.26	78,493.43	199,143.69	.20	0.35
3. ....	9.60- 11.99	261,173.75	181,974.21	443,147.96	.45	0.75
4. ....	12.00- 14.99	661,460.25	517,403.93	1,178,864.18	1.19	1.75
5. ....	15.00- 19.99	2,156,145.32	2,010,812.61	4,166,957.93	4.23	5.85
6. ....	20.00- 25.99	4,618,853.94	4,879,755.87	9,498,609.81	9.64	11.20
7 & 8. ..	26.00 or more	38,748,931.50	44,020,212.19	82,769,143.69	83.96	79.20*
		46,841,167.35	51,740,392.63	98,581,559.98	100.00	100.00

For Year 1948-49 . . . . . 47.5% 52.5% 100.0%

For 6 Months April to September . . . . . 44.3% 55.7% 100.0%

For 6 Months October to March . . . . . 50.2% 49.8% 100.0%

\*From October 1 to March 31, 1949 Class 8—62%, Class 7—17.1%.

## APPENDIX XI

## AUDITS AND INVESTIGATIONS COMPLETED BY UNEMPLOYMENT INSURANCE AUDITORS DURING THE FISCAL YEAR ENDED MARCH 31, 1949

Region	Number of Registered Employers	Number of Complete Employer Audits	Insured Employees Covered	Amount of Overdue Contributions Established	Amount of Overdue Contributions Collected	Number of Special Investigations	Average Number of Auditors
Maritime .	14,949	11,218	116,794	\$ 65,121.75	\$ 66,471.30	2,274	31
Quebec. . .	55,276	31,390	338,751	334,949.68	326,466.97	8,447	88
Ontario. . .	73,245	47,456	623,597	340,879.06	338,701.87	12,879	128
Prairie . . .	39,751	29,956	264,074	176,894.53	174,286.91	10,460	71
Pacific . . .	23,941	15,813	178,879	134,587.51	128,090.75	6,624	42
Total, 1948-1949	207,162	135,833	1,522,095	1,052,432.53	1,034,017.80	40,684	360
Total, 1947-1948	201,356	126,480	1,243,348	804,594.97	796,882.79	34,420	343

INITIAL, RENEWAL AND REVISED CLAIMS FOR BENEFIT FILED AT INSURANCE OFFICERS BY PROVINCES  
THEIR DISPOSAL AND THE AMOUNT OF BENEFIT PAID DURING THE FISCAL YEAR 1948-49

Insurance Office	Total	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia
Pending Mch. 31/48 . . . . .	24,996	166	1,570	1,147	9,102	5,516	1,111	745	2,150	3,489
Rec'd Apr. 1/48 to Mar. 31/49 . . . . .	*828,887	4,824	55,838	36,688	251,675	238,187	44,595	23,932	34,709	138,439
Total . . . . .	853,883	4,990	57,408	37,835	260,777	243,703	45,706	24,677	36,859	141,928
Postal Claims (Included Above) . . . . .	76,641	549	9,889	7,542	21,980	9,468	5,353	6,695	4,292	10,873
Disposal										
Allowed . . . . .	625,470	3,725	41,940	27,281	185,398	179,899	32,512	17,920	27,168	109,627
Disqualified . . . . .	99,775	299	4,830	2,974	35,230	31,126	5,492	2,931	3,414	13,479
Benefit Year Not Esta- blished . . . . .	84,078	713	7,442	5,547	24,920	20,777	4,919	2,705	3,854	13,201
Not Entitled . . . . .	†7,334	97	617	389	2,452	1,717	486	179	315	1,082
Appeals . . . . .	12,701	27	809	351	4,130	3,730	1,038	364	496	1,756
Pending . . . . .	24,525	129	1,770	1,293	8,647	6,454	1,259	578	1,612	2,783
Total . . . . .	853,883	4,990	57,408	37,835	260,777	243,703	45,706	24,677	36,859	141,928
Amount Paid to Claimants (Gross)										
From Apr. 1/48 to Mar. 31/49 . . . . .	\$49,943,747	373,479	3,654,817	2,158,600	15,699,184	11,958,448	2,846,468	1,797,847	1,863,388	9,591,516

\*This includes 111,792 revised claims which have been subject to one or more adjudications.

†This figure is made up of revised claims containing requests for antedating, extension of the two-year period and dependency which were not granted.



## APPENDIX XIII

## REPORT ON NUMBER OF CLAIMANTS AS SHOWN ON THE UNEMPLOYMENT REGISTER FOR THE LAST WORKING DAY OF EACH MONTH DURING FISCAL YEAR 1948-49

Provinces	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March
Prince Edward Island. . . . . 1. 2.	953 2	425 1	332 2	299 1	280 1	281 1	285 2	577 3	1,221 1	1,640 3	1,775 3	1,642 4
Nova Scotia . . . . . 1. 2.	9,119 712	6,446 682	4,970 618	4,381 354	3,717 428	3,722 723	4,117 735	5,570 468	8,057 785	11,669 1,542	12,381 1,740	11,937 3,567
New Brunswick. . . . . 1. 2.	5,096 188	3,435 257	2,855 215	2,278 79	2,025 121	2,156 175	2,460 310	3,956 315	6,355 301	8,437 233	9,118 353	9,085 979
Quebec. . . . . 1. 2.	33,508 1,605	22,609 1,287	17,687 1,632	15,588 1,240	14,937 726	15,327 666	18,614 1,116	26,570 1,512	46,613 1,449	58,475 1,133	62,030 1,218	62,239 1,976
Ontario . . . . . 1. 2.	24,846 517	17,307 840	14,271 758	13,115 1,166	11,557 886	11,499 312	14,822 966	20,502 298	34,185 2,728	49,634 1,109	50,560 1,880	47,170 1,851
Manitoba . . . . . 1. 2.	7,939 64	5,045 54	3,091 21	2,660 24	2,442 13	2,332 12	2,588 8	4,668 10	7,447 13	10,703 13	11,485 61	10,808 30
Saskatchewan. . . . . 1. 2.	4,660 4	1,867 4	1,289 9	1,168 ....	1,037 ....	987 3	1,266 3	2,999 4	5,481 ....	7,780 3	7,879 6	6,776 2
Alberta . . . . . 1. 2.	5,032 3,039	2,599 2,330	1,552 1,737	1,281 1,486	1,136 812	1,107 269	1,497 1,202	2,618 1,379	5,197 1,201	7,758 1,463	8,674 1,414	6,589 3,229
British Columbia. . . . . 1. 2.	14,288 216	11,260 138	10,462 119	7,776 127	7,142 101	7,350 91	9,735 118	16,250 154	29,502 388	41,579 243	44,916 391	29,541 274
Total . . . . . 1. 2.	105,441 6,347	70,993 5,593	56,509 5,111	48,546 4,477	44,273 3,088	44,761 2,252	55,384 4,460	83,710 4,143	144,058 6,866	197,675 5,742	208,818 7,066	185,787 11,912

1. Ordinary Claimants.
2. Casual and Short-time Claimants.

APPENDIX XIV  
GROSS AMOUNT OF BENEFIT PAID OUT AND THE NUMBER OF BENEFICIARIES BY PROVINCES  
DURING THE FISCAL YEAR 1948-49

Provinces	1 Amount paid in (\$) 2 Number of Beneficiaries	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.
Pr. Edward Island. 1. 2.	373,479 .....	50,826 1,307	29,121 837	12,043 349	11,287 291	12,203 323	9,684 256	9,813 253	10,524 233	22,650 794	49,053 1,432	68,593 1,669	87,682 1,854
Nova Scotia. . . . . 1. 2.	3,654,817 .....	448,568 11,986	362,547 9,255	239,009 5,981	193,861 4,591	173,746 5,288	139,008 3,961	151,823 3,909	178,401 3,643	226,085 5,994	377,420 9,373	506,838 12,554	657,511 14,034
New Brunswick. . . . 1. 2.	2,158,600 .....	226,725 6,000	179,516 4,901	126,410 3,885	103,782 2,845	84,007 2,075	80,328 1,850	82,903 1,708	91,461 2,517	157,433 3,834	270,361 6,119	323,530 8,015	431,944 8,618
Quebec. . . . . 1. 2.	15,699,184 .....	1,696,633 43,088	1,147,596 32,909	803,301 23,682	647,623 19,783	589,964 17,635	548,658 15,940	555,647 17,325	747,378 20,401	1,091,240 31,711	2,127,253 48,065	2,447,868 62,333	3,296,023 68,450
Ontario. . . . . 1. 2.	11,958,448 .....	1,193,012 35,422	831,574 26,433	628,202 18,297	524,439 19,141	477,741 14,899	469,506 13,292	466,231 13,251	599,328 18,979	866,302 24,620	1,607,194 43,240	1,894,048 53,907	2,400,871 67,136
Manitoba. . . . . 1. 2.	2,846,468 .....	368,695 9,960	262,620 8,155	168,956 5,294	108,381 3,365	100,107 2,954	87,169 2,639	86,766 2,468	107,696 3,354	105,211 5,762	343,317 9,298	442,691 11,139	574,859 12,725
Saskatchewan. . . . . 1. 2.	1,797,847 .....	244,044 6,235	141,286 4,507	61,574 1,849	47,036 1,355	42,471 1,274	36,897 1,111	38,834 1,150	54,429 2,910	134,780 4,120	257,974 6,430	337,888 8,098	400,625 8,604
Alberta. . . . . 1. 2.	1,863,388 .....	220,647 6,554	183,239 6,145	89,968 3,712	62,072 2,218	52,205 1,947	43,196 1,452	60,347 2,691	68,639 2,910	127,695 4,575	239,772 7,493	318,090 8,653	397,518 10,421
Br. Columbia. . . . . 1. 2.	9,591,516 .....	729,369 18,925	529,067 14,205	470,253 12,718	383,786 10,843	303,402 8,640	279,693 7,271	311,195 7,699	425,527 11,152	770,750 18,392	1,454,677 32,193	1,819,357 42,313	2,114,410 47,984
Total. . . . . 1. 2.	49,943,747 .....	5,178,519 139,477	3,666,566 107,347	2,599,716 75,767	2,082,267 64,432	1,835,846 55,035	1,694,139 49,372	1,763,559 50,454	2,283,383 64,960	3,592,155 99,802	6,727,221 163,643	8,158,903 210,681	10,361,473 239,826

1. Gross amount of benefit paid each month.  
2. Number of beneficiaries.

## APPENDIX XV

## REASONS GIVEN BY INSURANCE OFFICERS FOR NOT ESTABLISHING BENEFIT YEAR AND FOR DISQUALIFICATIONS DURING THE FISCAL YEAR 1948-49

Benefit Year Not Established	Total	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Columbia
Insufficient contributions (180 days).....	70,732	620	6,111	4,668	21,812	16,909	4,227	2,328	3,294	10,763
Insufficient contributions (60 days).....	5,523	66	987	521	1,513	980	294	167	282	713
Class 'O' contributions.....	839	6	45	33	439	178	31	16	23	68
Application not made in prescribed manner.	6,754	20	291	315	1,128	2,558	350	191	252	1,649
Under 16 years of age.....	230	1	8	10	28	152	17	3	3	8
Total.....	84,078	713	7,442	5,547	24,920	20,777	4,919	2,705	3,854	13,201
DISQUALIFICATIONS										
Not unemployed.....	16,483	17	538	346	5,922	5,766	410	621	467	2,396
Not capable of work.....	1,490	1	148	78	384	564	43	72	55	145
Not available for work.....	6,350	12	322	202	2,551	2,145	345	214	230	329
Not unable to obtain suitable employment.	128	1	8	5	35	37	15	12	10	5
Seasonal employment.....	2,138	.....	53	15	1,375	630	15	8	27	15
Loss of work due to labour dispute.....	2,420	3	34	20	1,406	703	3	4	57	190
Refusal of offer of work.....	16,264	55	749	539	5,866	4,339	1,458	637	639	1,982
Neglect of opportunity to work.....	1,316	.....	59	22	293	571	117	23	19	212
Failure to carry out written directions.....	1,163	2	21	32	599	95	184	153	62	15
Non-attendance at course of instruction.....	134	.....	14	6	100	4	4	4	2	.....
Employment lost by own misconduct.....	7,693	19	391	272	3,257	2,968	94	116	232	344
Voluntarily leaving without just cause.....	42,176	187	2,402	1,400	12,998	12,619	2,710	1,033	1,597	7,230
Inmate of prison.....	25	.....	1	1	6	14	.....	3	.....	1
Resident outside of Canada.....	6	.....	.....	1	3	2	.....	.....	.....	.....
Prescribed manner — renewals.....	1,821	2	83	34	366	605	74	30	16	611
Additional conditions.....	168	.....	8	1	69	64	20	1	1	4
Total.....	99,775	299	4,830	2,974	35,230	31,126	5,492	2,931	3,414	13,479
Grand total.....	183,853	1,012	12,272	8,521	60,150	51,903	10,411	5,636	7,268	26,680



APPEALS AND REFERENCES TO THE COURTS OF REFEREES AND APPEALS TO THE EMPIRE  
DURING THE FISCAL YEAR 1948-49

## ANNUAL REPORT

Provinces	Pending on April 1, 1948	Appeals by Clai- mants	Refer- ences by Insu- rance Officers	Total	Pending on Mar. 31 1949	With- drawn	Heard	Court's Decisions		Empire's Decisions			
								Upheld	Not Upheld	Claimants' Appeals		Insurance Officers' Appeals	
										Upheld	Not Upheld	Upheld	Not Upheld
P. E. Island. ....	1	27	..	28	2	5	21	5	16	..	..	..	..
Nova Scotia. ....	53	809	17	879	29	188	662	142	520	3	3	..	..
New Brunswick. ....	51	351	..	402	9	84	309	45	264	..	3	..	..
Quebec. ....	383	4,130	16	4,529	120	111	4,298	726	3,572	1	6	9	2
Ontario. ....	186	3,730	23	3,939	185	385	3,369	845	2,524	1	12	15	2
Manitoba. ....	44	1,038	..	1,082	42	38	1,002	196	806	..	5	4	..
Saskatchewan. ....	27	364	..	391	10	9	372	53	319	..	4	..	..
Alberta. ....	27	496	..	523	13	23	487	124	363	1	4	1	..
Br. Columbia. ....	79	1,756	10	1,845	85	152	1,608	283	1,325	1	4	5	..
Total. ....	851	12,701	66	13,618	495	995	12,128	2,419	9,709	7	41	34	4

## APPENDIX XVII

UNEMPLOYMENT INSURANCE FUND  
BALANCE SHEET AS AT MARCH 31, 1949

ASSETS		
Cash on deposit with Receiver General .....	\$	6,457,227.43
Amount on deposit with chartered banks for benefit warrant settlements. ....		475,000.00
Advances to local offices for payment of benefit by cash .....		1,093,000.00
Government's Contribution — Balance due for 1948-49 .....		2,793,871.99
Investments:		
Dominion of Canada bonds at cost .....	\$524,678,220.86	
(par value \$508,177,000.00)		
Deduct — amortization of premium less accumulation		
of discount. ....	7,098,730.53	
Book value. ....	517,579,490.33	
Accrued interest on investments .....	4,569,781.04	
		522,149,271.37
		<u>\$532,968,370.79</u>
LIABILITIES		
Unredeemed benefit warrants. ....	\$	832,890.44
Contributions refundable to unlocated persons. ....		792.22
		833,682.66
Deposits:		
From employers under Bulk Payment Method. ....	2,553,273.21	
From Department of Veterans Affairs for payment of		
Out-of-Work Allowances. ....	45,977.54	
		2,599,250.75
Balance at Credit of the Fund:		
Balance at March 31, 1948. ....	447,734,939.21	
Add Net Revenue for period April 1, 1948 to March 31,		
1949. ....	81,800,498.17	
		529,535,437.38
		<u>\$532,968,370.79</u>

NOTE:— This balance sheet will not agree with the balance sheet included in the Public Accounts 1948-49, as it includes certain transactions during April 1948 applicable to the fiscal year 1947-48 and does not include certain transactions during April 1949 applicable to the fiscal year 1948-49.

## APPENDIX XVIII

UNEMPLOYMENT INSURANCE FUND  
STATEMENT OF REVENUE AND EXPENDITURE  
FOR THE PERIOD APRIL 1, 1948 TO MARCH 31, 1949

REVENUE:		
Contributions:		
Employers and Employees —		
Stamp Method .....	\$46,686,689.27	
Meter Method. ....	14,363,308.41	
Bulk Payment Method .....	22,143,739.68	
Armed Service. ....	15,387,445.29	
Miscellaneous .....	377.33	
	98,581,559.98	
Dominion Government .....	20,924,013.71	
	119,505,573.69	
Fines Received .....	8,359.08	
Income from Investments:		
Net interest earned after provision for amortization		
of premium and accumulation of discount. ....	12,087,314.50	
Profit on Sale of Securities. ....	26,003.06	
		<u>\$131,627,250.33</u>
EXPENDITURE:		
Benefit Payments. ....	49,826,752.16	
EXCESS OF REVENUE OVER EXPENDITURE. ....	81,800,498.17	
		<u>\$131,627,250.33</u>







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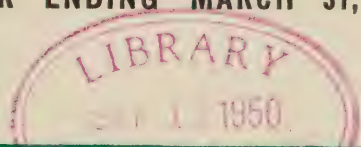
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# NINTH **REPORT** ANNUAL

1949/50

FISCAL YEAR ENDING MARCH 31, 1950







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# THE SIGN OF SERVICE



UNDERSTANDING - INITIATIVE - COURTESY



## UNEMPLOYMENT INSURANCE COMMISSION

May 28th, 1950

*To the Hon. Humphrey Mitchell,*  
MINISTER OF LABOUR.

SIR,

We have the honour to submit herewith for the information of Parliament the ninth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1949, to March 31, 1950, except where otherwise indicated.

The report is prepared in compliance with Section 99 of the Unemployment Insurance Act.

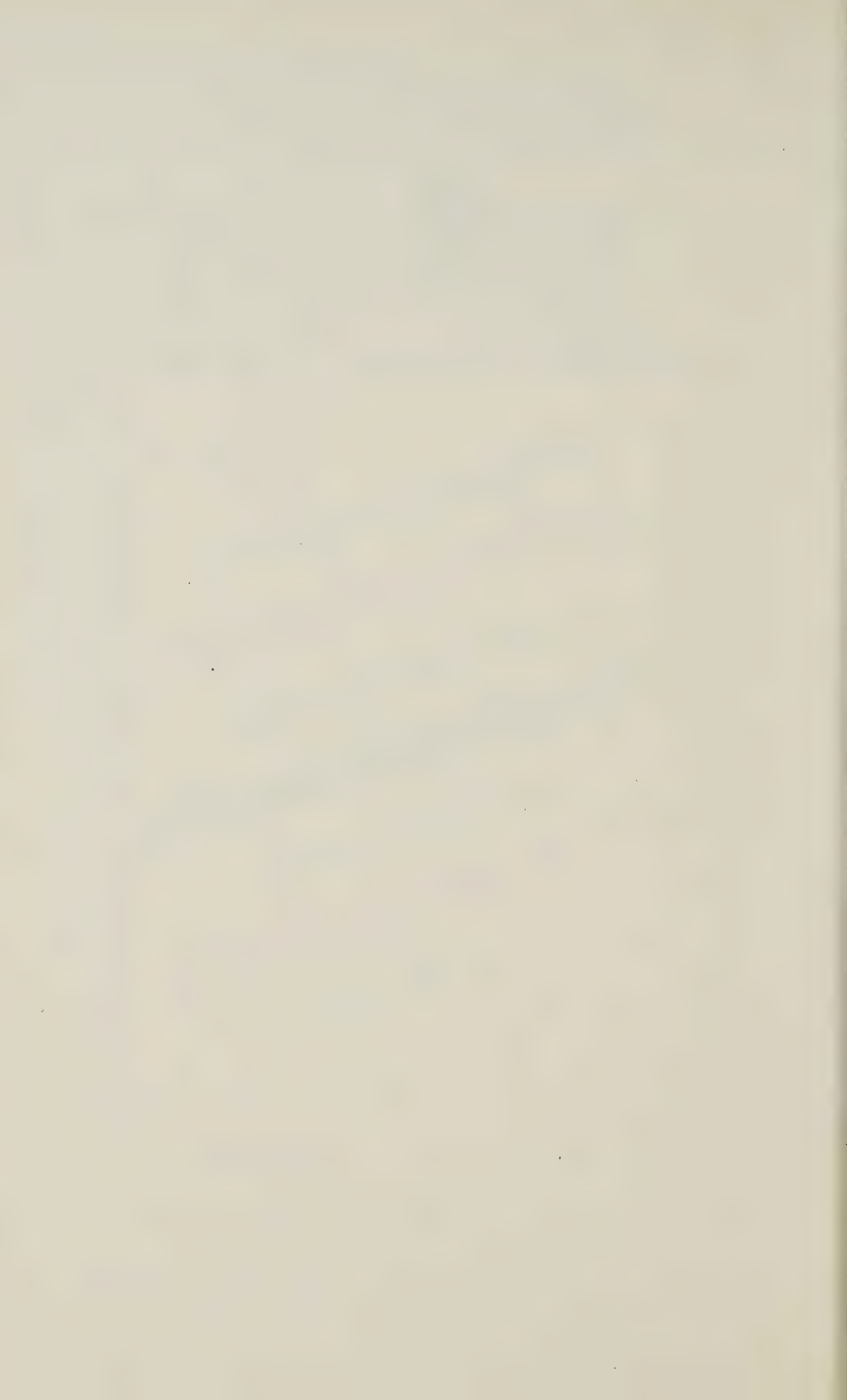
Respectfully submitted,

CHIEF COMMISSIONER,

COMMISSIONER,

COMMISSIONER.





# UNEMPLOYMENT INSURANCE COMMISSION

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## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1950

### INTRODUCTION

While it is perhaps unusual to begin an annual report with such a tribute, the Commission feels that the excellent record established by its staff during the fiscal year 1949-50 merits prominent mention in this review. It was no ordinary year. With general employment levels high, there have nevertheless been areas and periods of appreciable unemployment. This resulted in pressure on Commission employees in both insurance and employment fields.

Members of the staff regard increasing unemployment as a challenge to their ability, efficiency and resource. While they have no employment-creating authority, power or function, it is their duty and desire, not only to see that every available vacancy is properly and adequately filled as rapidly as possible, but also to uncover potential sources of employment where these exist. If work cannot be found, the problem frequently becomes one in the insurance field.

In addition to varying employment conditions, the year brought with it other exceptional demands. In Newfoundland our staff has been called upon to deal with claims for unemployment assistance in addition to its regular and normal duties. Amendments to the Act, effective at the end of February, provided for payment of supplementary benefit to qualified unemployed persons. As the number of unemployed at the time the legislation was approved approached 400,000, the extent of the claims load which Commission offices have been called on to meet may be imagined. Confronted with exceptional pressures and difficult conditions, the staff has done excellent work. The Commission wishes to record this fact and to couple with the record an expression of its sincere thanks for capable co-operation cheerfully given.

In reviewing the year, the Commission is aware of some remarkable contrasts. During a single 12-month period, Canada achieved the highest level of employment in the history of the country, and also encountered the most serious unemployment since this organization was established. During the summer of 1949 Canada's total labour force rose to approximately 5,200,000. During the winter of 1949-50 the number of persons seeking employment exceeded 375,000. This figure does not include persons applying for supplementary benefit. Obviously one condition has an important bearing on the other. When the labour force increases, there will be a corresponding increase in unemployed if conditions producing unemployment develop.

From November 1949 until nearly the end of March figures of unemployment increased. It was the period of seasonal unemployment but, in certain parts of the country, it became obvious that the causes were not entirely seasonal in their nature. Uncertainties respecting international trade, currency devaluation, industrial disputes in the United States and Canada resulting in curtailment of essential supplies, as well as adverse weather conditions, resulted in slowing up certain industries.

When Parliament met in February, 1950, announcement was made that the Unemployment Insurance Act would be amended. In order to provide for employees who lost their employment in winter, and had either exhausted the benefit to which they were entitled or were unable to qualify for benefit, provision was made for payment of supplementary benefits as from February 28th, 1950, to continue up to April 15th, 1950. In following years it would be payable only between January 1st and March 31st. Persons employed in lumbering and logging in any area where contributions were not payable, or in an occupation which became insurable during the 12 months preceding claim, were also included, subject to certain conditions. To help defray the cost of supplementary benefits it was provided in the legislation that an additional contribution of one cent per day would be paid by each employee and by his employer, the government contributing 20 per cent of total employer-employee contributions. If any deficit should arise as a result of payment of supplementary benefit, it would be met by the Treasury.

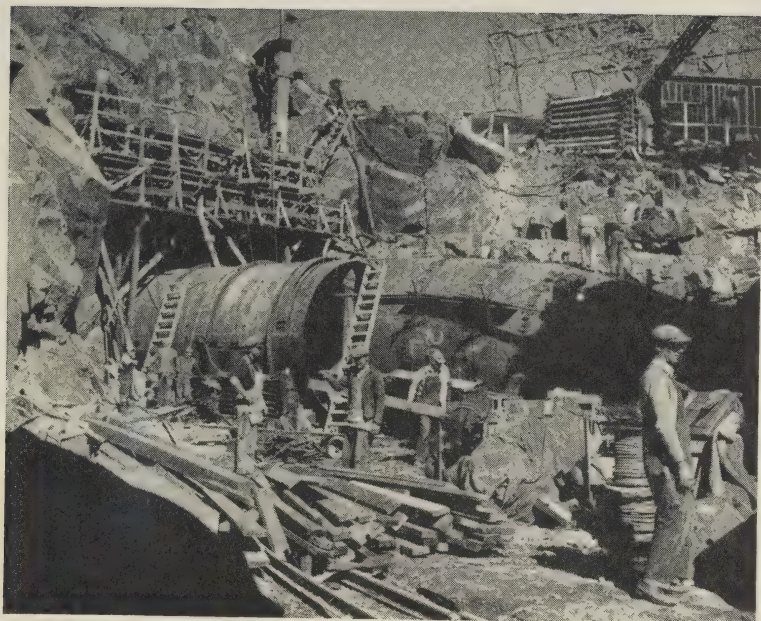
In addition to making provision for payment of supplementary benefit, the amending bill contained provisions respecting coverage, rates of contributions and benefits, and other matters. One amendment which becomes effective on proclamation provides for increasing the insurable limit for salaried employees from \$3,120 to \$4,800 a year. A new contribution class in line with the raising of the ceiling for insurability was created, and the number of classes was reduced from nine to seven.

Regulations under which employees in lumbering and logging became insurable as from April 1st, 1950, were approved and announced toward the close of the fiscal year under review.

Employment levels inevitably affect the unemployment insurance fund. From the inception of the program in Canada the fund has continued to grow year by year. The fiscal year 1948-49 saw it top the half-billion mark. On March 31st, 1949, its balance was \$529,535,000. By the end of September it had risen to \$568,847,000. At the end of the fiscal year now under review it amounted to \$582,646,972.52.

For purposes of administration Canada is divided into five regions. The entry of Newfoundland enlarged the Maritime Region, which had previously comprised New Brunswick, Nova Scotia, and Prince Edward Island. The name was changed to Atlantic Region. Extension of both insurance and employment





*Construction — Development of Canada's water-power sites gives employment to a large number of men in varied trades.*

services to the tenth province has been successfully accomplished, and the work there integrated with the Commission's country-wide activities.

In its Eighth Annual Report the Commission referred in some detail to placement of European displaced persons. This work continued throughout 1949-50 but at a slower tempo due to a decline in employers' requests for immigrant labour. The total number of displaced persons admitted to Canada since inception of the immigration-labour program is 38,582.

One of the special services which the Commission's organization gives is directed to placing handicapped workers. It is a pleasure to record the fact that employment suitable to their physical capacities was found for more than eleven thousand of these workers in the year. Generous co-operation of employers was an important factor in the successful prosecution of this work.

During the winter of 1949-50, when figures of unplaced applicants were showing a marked increase, the Commission initiated a campaign designed to assist in stimulating employment. The basic idea was that a great deal of work such as interior painting and decorating, repairing and cleaning, etc., frequently held up until spring, could be done in winter.

In order to start the campaign it was necessary to enlist the aid of local employment committees, service clubs and other organizations. Communities where unemployment existed were asked to co-operate in finding work which would help to provide employment even for short periods. Newspapers and radio stations responded generously and the campaign was well publicized largely through their co-operation.

While it is difficult to arrive at precise statistics of results obtained, it is reported that a large number of short-time jobs were provided through the campaign. In this way difficult periods for many workers were bridged over until spring brought increased employment opportunities. The Commission is glad to record here its thanks for the generous co-operation received from organizations and individuals assisting in the campaign.

The Commission, through revised procedures, has been able to stream-line some of its work. The recent amendments providing for payment of supplementary benefit have entailed considerable additional work. It remains to be seen whether or not this can be carried through successfully with the staff at its present level.

#### THE COMMISSION

No changes in Commission personnel took place during the year. The Chief Commissioner, J. G. Bisson, O.B.E., and Commissioners R. J. Tallon and C. A. L. Murchison, K.C., in carrying on administration of the Act, held numerous meetings. At intervals, Regional Superintendents were called to Ottawa for discussions at close range with the Commission. These regular conferences have proven of value in ironing out administrative difficulties and co-ordinating work of the regions.

Members of the Commission from time to time visited regional and local offices in order to supervise actual operation of the program. On a number of occasions the Chief Commissioner and Commissioners Tallon and Murchison addressed meetings on various phases of unemployment insurance and its operation in Canada.

#### COMMISSION OFFICES

At the end of March 1950, from five regional administrative offices the Unemployment Insurance Commission operated 181 local offices located in the principal cities and towns from coast to coast. In addition, full-time service was given to the public at 37 branch offices located principally in centres of population near, and under the supervision of, local offices. Itinerant, or regular part-time service, was also extended from various local offices at 71 other cities or towns. Agencies were maintained at two places.

On March 31st, 1949, there were five regional administrative offices, 178 local offices, 40 branch offices, 70 itinerant service offices and 2 agencies.

(A list of offices of the Commission appears as Appendix I, page 40.)

## STAFF

The total regular staff of the Commission, after a decrease from 7,133 at March 31st, 1,948, to 6,949 at August 31st, 1948, remained slightly below 6,950 until the 31st of March 1949, when the figure stood at 6,926. During the fiscal year 1949-50 certain increases in staff were necessitated by the opening of offices in Newfoundland and by the volume of insurance and employment work being handled by the Commission's offices throughout Canada. On March 31st, 1950, there were 7,070 regular employees, distributed in the following manner:

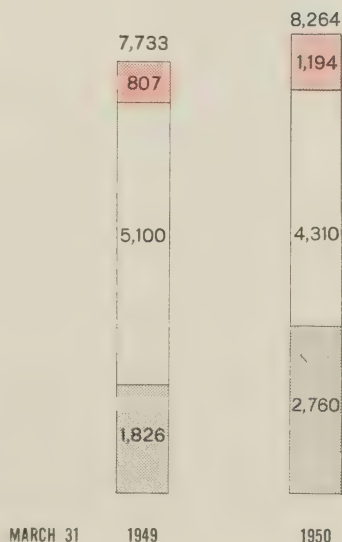
Head Office.....	360
Pacific Region.....	868
Prairie Region.....	1,214
Ontario Region.....	2,012
Quebec Region.....	1,897
Atlantic Region.....	719

To cope with emergencies such as lay-offs in industry, to assist with the heavy volume of claims and applications for employment in the winter period, and to effect the annual renewal of unemployment insurance books each Spring, the Commission has employed casual staff. On March 31st, 1950, there were 1,194 casual employees on strength. During the fiscal year it was necessary to increase the number of casual positions available for emergency and peak-load work, including payment of supplementary benefits, in order to maintain proper service to the public.

Staff turnover in the fiscal year 1949-50 was 11.17%, compared with 12.5% for each of the two previous fiscal years.

## STAFF

CASUAL  
TEMPORARY  
PERMANENT





## PERMANENCY CERTIFICATES

The permanency program was continued energetically during the fiscal year 1949-50, and resulted in the issuance of 879 certificates altering the status of employees from temporary to permanent. This brought to 1,986 the number of such certificates issued since the permanency program was begun in 1947. In addition, approximately 427 recommendations for permanency, which had been concurred in by the Civil Service Commission, were still in process on March 31st, 1950.

## PROMOTIONAL COMPETITIONS

In view of the increased number of permanent employees, the continued stability of staff as evidenced by the turnover figures, and the fact that practically all classes of positions had been the subject of open competitions for the benefit of veterans (many of whom had been employed by the Commission and had been given permanency), increasing numbers of promotional competitions were held during the fiscal year. These were open to permanent employees and to temporary employees who had qualified for permanent appointment.

## STAFF RATING

The statistical research begun last year was extended to the 1949 ratings. As soon as all possible findings are drawn from this pool of information accumulated over a four-year period, discussion sessions with raters and reviewers will be held. Discussions of this nature should insure further progress in methods of rating.

A qualification card system was installed early in the year with a view to maintaining a systematic record of employee ratings and other factors deserving consideration in promotional competitions.

A plan for the establishment of standards of performance for rating purposes was also devised and completed.

## INSPECTION

The Inspection Division has carried out its primary function in conducting 354 inspections in local offices. In this work travelling supervisors have been assisted by formal training conferences with supervising inspectors assigned to the various regions, and by on-the-job training.

A revised system of inspection, eliminating a great deal of paper work but allowing the travelling supervisors much greater freedom of expression in presenting their findings, has been put into effect. In the new procedure a general inspection of every local office is made once a year; further visits are of a supervisory nature. In the latter the travelling supervisor is untrammelled by any set routine and is free to assist the local



*Lumbering — one of Canada's great industries.  
Loading Douglas Fir logs on a flat-car.*

office manager in the solution of problems encountered in any phase of his work. The much closer association should prove beneficial.

During the year special surveys were made in a number of local offices and some regional divisions. Charting of the organization of all the larger offices in Canada was completed. With the advent of Newfoundland as our tenth province and the consequent necessity of establishing offices there, the division was called upon to institute procedures for payment of benefits, and assist generally in the onerous task facing new and inexperienced staffs. In Canada as a whole a heavy and accelerating claims load has taxed the inspection field force in assistance with mass lay-offs and the heavy volume of work in all local offices.

#### STAFF TRAINING

The assistance of personnel at all levels to achieve greater efficiency has been the continuing purpose of the division. To achieve this, objective studies concerned with co-operation, courtesy and good business correspondence were developed. As an innovation in this training a voice-recording device was employed to demonstrate approved courteous practices in all phases of the work of the Commission. Factual demonstration of poor and good practice was much more effective than any written instruction would be.

In the Commission's Eighth Annual Report reference was made to the course in Human Engineering originating at head office. The teaching of principles of Human Engineering continued throughout the year now under review. An induction training course for new managers, to acquaint them with the responsibilities of the position before taking office, has proven valuable.

Two training studies, one for insurance personnel, the other for staff engaged in registration for employment, have been developed and are in use. In addition, a comprehensive correspondence course, in twelve assignments, covering all aspects of the Unemployment Insurance Act and its proper interpretation, has been offered to all employees of the Commission, and has been well received.

#### PLANNING AND METHODS

During the year the division has continued to develop new methods and procedures. A Standard Practice Instruction Manual, detailing the use and disposition of each of the forms employed by the Commission, was issued with beneficial results. A survey of the insurance function, to assess the time required for each operation, was conducted. Much data was accumulated toward the ultimate establishment of administrative standards. More than 100 lay-outs were drafted for new or renovated premises. Surveys covering equipment procedure, costs, etc., were completed.

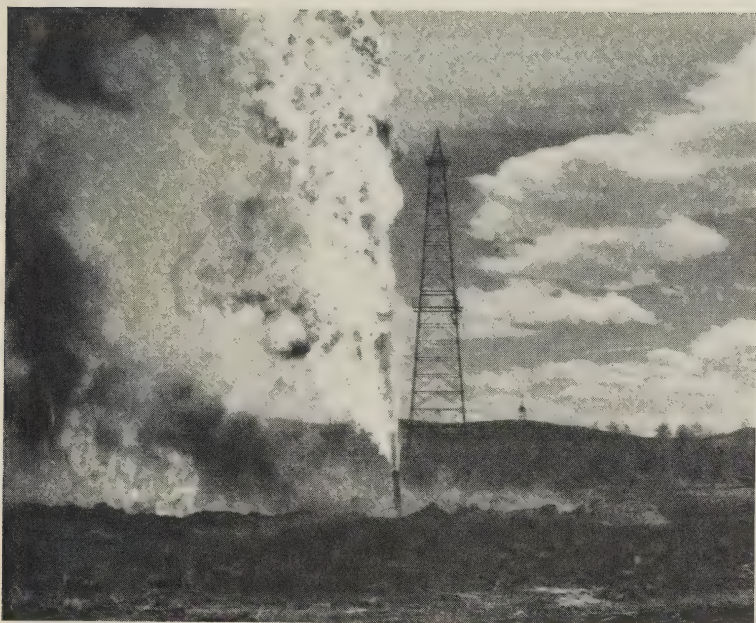
#### PREMISES

As stated in the Eighth Annual Report, the Commission is desirous of improving premises wherever necessary in order to provide adequately for requirements of the public which it serves, and the staff which performs the services. Of the nearly 300 premises throughout the country 240 are rented; the remainder are in public buildings. During the year 16 offices were moved into larger and more convenient quarters, and provision is being made by the Public Works Department to allocate space in new public buildings. It is interesting to note that three local offices were established in Newfoundland when the new province was welcomed into the federal union.

#### CO-OPERATIVE ATTITUDE

The Commission has continued to emphasize the importance of public relations in respect to its activities. It is convinced that the functioning of its employees throughout Canada, particularly those who come into direct contact with the public, has an important effect on the success of the whole unemployment insurance program. Therefore, emphasis is laid in training on the importance of courtesy and efficiency. Employees are instructed to develop and maintain a co-operative attitude toward the public.





*Canada's workmen are being utilized to help develop and distribute her oil riches. First oil from well is burned out.*

It has been observed with satisfaction that publicity media are co-operative to a high degree. Over and over again, newspapers and radio stations have run advertising or publicity campaigns designed to advance some phase of the Commission's work. These have been developed entirely without cost to the Commission, independent firms frequently sponsoring them in the interest of communities where campaigns took place. This has resulted in the spread of useful information about both insurance and employment phases of the Commission's work.

The Commission wishes to express its high appreciation of the helpful attitude which prevails, not only among newspapers, magazines and radio stations, but among business and labour organizations throughout the country. Through their co-operation the program is becoming well known, and interested persons are better informed than they would otherwise be. Employers have been most helpful in supplying information requested in the Commission's questionnaires, and this also is appreciated.

In an effort to spread information and clarify procedure for the benefit of workers, the Commission sponsors a question and answer column which appears in a score or more Canadian labour periodicals. This column is open to all persons who desire information on unemployment insurance or the National

Employment Service. Questions submitted to the various periodicals are sent to Ottawa for consideration and answer.

The work of assisting the public to understand the provisions of the Act, changes in its provisions and new regulations, has been continued through the medium of booklets and pamphlets as well as the distribution of the annual report. In addition to newspapers and radio, motion pictures were utilized to a limited extent, and assistance was given in showings at fall fairs and exhibitions.

#### APPEALS TO UMPIRE

The Honourable Mr. Justice Lucien Cannon who was the first Umpire under the Unemployment Insurance Act, and who resigned on account of illness at the end of February 1949, died in the City of Quebec, on February 14th, 1950. During his term of office, the late Judge Cannon rendered 438 decisions and performed his duties with great distinction.

He was succeeded by the Honourable Mr. Justice Alfred Savard, a judge of the Superior Court of the Province of Quebec, as was Judge Cannon, who was appointed Umpire on April 12th, 1949.

For the fiscal year ending March 31st, 1950, the Umpire has handed down 129 decisions (Benefit cases 126 and Coverage cases 3).

Throughout the year, a number of oral hearings were held at which officers of various interested unions and officials of the Commission as well as claimants and their legal counsels were present.

#### DETERMINED ENFORCEMENT EFFORT

Enforcement of The Unemployment Insurance Act and regulations is one of the most important functions of the legal branch of the Commission. The unemployment insurance fund may be adversely affected when employers fail to pay contributions which, by the Act and Regulations, they are required to do, and it is reduced by claimants who, by misrepresentation, obtain benefit to which they are not entitled. The percentage of claimants who make false statements to obtain benefit is relatively small in relation to the number of persons drawing unemployment insurance benefit.

At both head office and regional levels, the legal branch is making a determined effort to ensure more complete and effective enforcement. In the interests of establishing uniformity in enforcement procedure, the Legal Adviser inspected legal branches in all regional offices of the Commission during the





*Nearing the end of the assembly line. Cab is installed on truck.*

fall of 1949. A new method for reporting benefit frauds, which has been under study for some months, is now ready to be put into operation and it is anticipated that increased efficiency will result.

Amendments to the Act already referred to were drafted in the legal branch. As these were both important and numerous their preparation entailed considerable labour. Regulations and special orders of the Commission during 1949 were consolidated.

A total of 22,834 investigations of claimants was conducted by district investigators of the legal branch as compared with 19,263 in the fiscal year 1948-49. This represents an increase of 18%. These investigations embrace routine spot checks of postal and counter claimants to test availability for work and investigation of claimants believed to be receiving benefit fraudulently. The latter type of investigation usually necessitates legal proceedings or disqualification.

Appendix III gives a statistical summary for the fiscal year 1949-50 of criminal proceedings against employers for various infractions of The Unemployment Insurance Act and against claimants who have made false statements or misrepresentations to obtain benefit. A comparison of the figures for the current fiscal year with those of 1948-49 indicates an increase in the number of prosecutions undertaken.



The most decided increase occurred in prosecutions against employers for failure to pay contributions on behalf of insurable employees. In the fiscal year 1948-49, 69 prosecutions of this type were undertaken whereas in the fiscal year 1949-50 there were 270. This represents an increase of almost 300 per cent.

There was also an appreciable increase in the number of prosecutions against claimants. In 1948-49, 594 prosecutions of this type were undertaken whereas in the fiscal year 1949-50, 751 benefit prosecutions were instituted. This is an increase of 26% over the previous year.

In the overall picture 1,101 prosecutions of all types were commenced in the fiscal year 1949-50 representing an increase of 54% over the fiscal year 1948-49 when 714 prosecutions of all types were commenced, 810 convictions were registered, 12 actions were dismissed and 31 cases were withdrawn. On the 31st of March, 1950, 366 cases were awaiting hearings in the various courts across the country.

#### COSTS OF ADMINISTRATION

Administrative costs of the Unemployment Insurance Commission during the fiscal year 1949-50 amounted to \$20,385,981.70. The total for the previous fiscal year was \$18,965,130.67. Consequently there was an increase of \$1,420,851.03. Increased salaries and higher rents accounted for the major portion of the increase. The amount of commission paid to the Post Office Department also increased. There were decreases in amounts expended on travelling, and on alterations, maintenance and repair of buildings. The amount spent on advertising and publicity was lower than in the previous year. (For details of administrative costs see Appendix II.)

In considering the cost of administering the Commission organization, there is sometimes a tendency to forget that a considerable part of this cost results from operation of the National Employment Service. This service is given free of charge to employers and to all workers who require it whether they have previously been insured or not.

#### ADMINISTRATION COSTS



A national employment service is an essential part of a national unemployment insurance program. When a worker comes into one of the branch offices of the Commission and states that he is unemployed, the first function of that office is to try to obtain employment for that worker. Obviously a worker is better off, financially and in every other way, if he or she can obtain suitable employment. If suitable employment can be found that worker is placed as rapidly as possible.

It is impossible to determine the value of the National Employment Service in terms of dollars and cents. Not only is it of great importance and value to the unemployed worker, but it is also a time, money and worry saver to the employer. That this is becoming more evident to employers in Canada is demonstrated by the fact that they are turning to the National Employment Service for their employment needs. Some of the large organizations do their entire hiring through the Commission organization.

In addition to the National Employment Service, a certain amount of the administrative cost must be charged up against the cost of administering unemployment assistance in the new province of Newfoundland. This is more of an undertaking than appears at first glance and entails considerable extra work. A further administrative obligation arises out of the payment of supplementary benefits as provided for in recent amendments to the Unemployment Insurance Act. However, as these started only at the end of February, only one month of extra work is attributable to them.

It should not be forgotten also that the Commission's organization co-operates with other departments, notably the Department of Veterans Affairs, in receiving applications for certain benefits provided by that department. Officers of the Commission staff spend considerable time on this work which, of course, all figures in the overall cost of administration.

#### OFFICE SERVICES

As stated in the Eighth Annual Report of the Commission, a number of functions, essential to operations at head office and in the regions, were brought together in the office services branch. During the year under review a program designed to improve and standardize office services throughout the Commission organization was followed up.

The year brought some exceptional problems. Entry of Newfoundland as Canada's tenth province, and later the Unemployment Insurance Act amendments, resulted in heavy demands on office services. In spite of these exceptional conditions the branch was able to meet requirements successfully.

Central registry, the Commission's filing division, was reorganized, as was also the supplies service. A new stores depot is being set up in Hull, P.Q., and a new record control covering all office appliances throughout the Commission will be established.



*From the seas surrounding our coasts fishermen bring in a rich harvest.*

Necessary operations in the duplicating, employers' index and accounts divisions as well as in the stenographic pool were conducted successfully throughout the year. The mailing list serviced by the employers' index increased to over 300,000 names.

The Commission library located at head office but serving the entire organization reported an increased use of its facilities. In order to satisfy demands text books, periodicals and other publications pertinent to the activities of the Commission were acquired as necessary.

## **EMPLOYMENT**

Following the upward trend noted in the previous report of the Commission, Canadian business and industry, and consequently employment, continued to expand in the first half of the year under review. However, under the impact of adverse influences, among them currency devaluation and uncertainties in foreign trade, material shortages due to industrial disputes in this country and in the United States, and unseasonable weather conditions, curtailment of production in some manufacturing fields occurred in the latter part of the year. Such industries as textiles and apparel, leather and rubber footwear, lumber and timber products and some branches of iron and steel experienced set-backs, and in the fall of 1949 the number of jobless workers increased in many sections of the country.



Industry as a whole, however, held production levels, retail sales continued to mount and confidence in the soundness of the country's economic position remained unshaken.

Canada's labour force, which in November, 1945, when the first survey was completed totalled four and a half million workers, increased to a record total of 5,200,000 by September, 1949. On this date the minimum unemployment of the fiscal year was also recorded, when the number of unplaced applicants in offices of the National Employment Service stood at 137,300. Maximum unemployment occurred on March 30th, 1950. Unplaced applicants on this date reached 428,216 including more than 50,000 new applicants for supplementary benefits, in a total labour force of 5,100,000.

The extension of the employment service to Newfoundland upon the entry of the tenth province to Canada was accomplished speedily and without serious difficulties. The island's industry and workers are served by three local offices, the staffs of which received training for their duties, and employment activities have been integrated with those in other provinces in the Commission's Atlantic region.

A new manual of instructions on all phases of the work of the employment service was introduced during the year. Based on eight years of experience, and containing detailed descriptions of procedures and techniques, the manual serves as a complete operating guide to all local and regional offices.

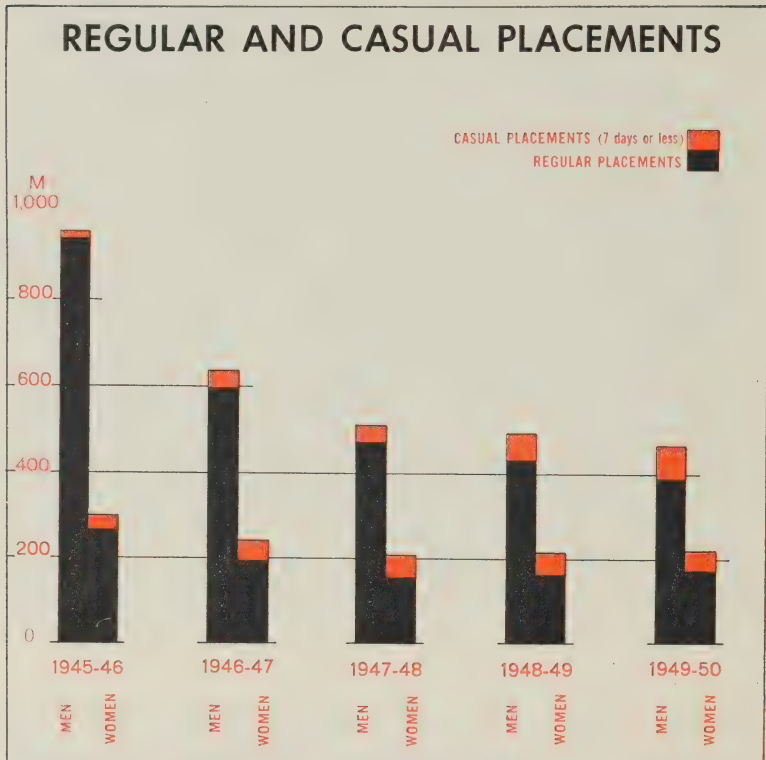
From time to time the employment service has prepared material for the use of the International Labour Office on employment and industry in this country, and for publication in that organization's report on government employment agencies in all member countries, a detailed description of the organization, functions and operations of the National Employment Service was furnished.

All local offices of the Commission are linked into a country-wide chain to provide a national hiring service, through a system known as clearance. By making use of the clearance machinery an employer may draw labour from a distant point, or a worker may seek employment in an area other than that in which he resides. During the twelve months some 15,900 workers were transferred to farm, industrial and other employment.

#### SERVICE TO EMPLOYERS AND WORKERS

While manufacturing businesses, with comparatively few exceptions, maintained high employment and production levels, many firms had completed their immediate expansion programs and there were indications by the end of the year that, due to unsettled conditions abroad and the arrival of the buyer's market at home, future operations would be carefully geared to markets.

The demand for experienced and skilled workers in industries least affected by seasonal influences or external trade conditions



was strong. Local offices had difficulties in filling vacancies in printing and publishing, some metal working industries, notably foundries and automobile repairing, in jewellery and silverware manufacturing and certain other industries, but orders for unskilled help fell off. In spite of lay-offs and introduction of part-time work schedules some skills were in demand in textiles, clothing and apparel, and boot and shoe manufacturing.

Designed ultimately to increase the placement work of the employment service in all manufacturing industries, a new and long-term program of employer relations work by head office and regional employment branch officials was developed and launched.

For some years it has been an important part of local office activities, by planned employer relations work, to promote the use of the employment service by employers in all businesses. While encouraging results have attended local office efforts, statistics as well as experience show that such work must be persistently carried on, and supported to the fullest extent possible by head office and regional officers if territory is to be held and new ground gained.

It is believed that by surveying the hiring activities and work force needs of large and representative employers head office and regional officers can obtain data that will lead to refinement of registration, selection and referral work in local offices to the end that the quality of service to both employers and workers will be continually improved.

#### RECRUITMENT OF HOLIDAY WORKERS

For the first time, the Post Office Department, in the 1949 Christmas season, utilized the employment service on a national scale for recruitment of extra holiday season helpers.

Under the plan developed in Ottawa, local office managers and postmasters closely co-operated. Persons qualified by Civil Service Commission tests, and those with previous experience in the work, were selected ahead of applicants without such qualifications. In all cases ex-service men and women received preference over non-veterans and wholly unemployed workers over employed persons seeking additional income through part-time work.

The plan was in effect in all regions and practically all local offices participated. A total of more than 19,200 placements resulted and both employment service and Post Office Department officials considered the undertaking highly satisfactory.

The construction industry had the most active year in its history. Skilled and semi-skilled construction workers were constantly in demand, and at the peak of operations local offices were unable to supply all help needed.

In agriculture the number of farm workers recruited declined, due to reduced hay crops, and lower grain yields. Drought conditions in some sections of the prairie region also played a part by reducing the seasonal movement of workers from Eastern Canada.

Group movements of workers within Canada for the harvesting of farm crops between June and October resulted in transfer of approximately 4,600 workers, as follows:—

Prairie Provinces to British Columbia for berry-picking, 160;  
from British Columbia coastal areas to interior points, for peach, apple and apricot picking, 475;  
from various points in New Brunswick to berry-raising areas of that province for picking, 200;  
from Prairie Provinces to Ontario for hay and grain harvests, 680;  
from Maritime Provinces to Ontario for hay and grain harvests, 500;  
from Ontario and Quebec to Prairie Provinces for grain harvest, 975;  
from various points in New Brunswick to potato growing areas of that province for harvest, 300;  
from Nova Scotia and New Brunswick to Prince Edward Island for potato harvest, 1,050;





*Canadian farms provide employment for thousands.*

from various points in Nova Scotia to the Annapolis Valley for apple harvest, 250.

The employment service also took part in the following international group transfers:—

Saskatchewan to Montana, 350 sugar beet planters and harvesters;

Quebec and New Brunswick to Maine, 1,350 potato pickers; from various southern states to Ontario, 2,150 tobacco workers.

Group movements within Canada were organized under Dominion-Provincial Farm Labour Agreements, and officers of the employment service and the provincial departments of agriculture co-operated in the planning and organization of the transfers. The international transfers were effected through co-operative planning by the National Employment Service and the Employment Service of the United States.

Coal mining experienced a good year and local offices in the Atlantic and Pacific areas assisted operators to maintain activities. Base metal mines were also busy but gold mine operations were somewhat curtailed by shortages of power in northeastern Ontario. Workers in this industry in the main were well employed, however.

The employment service participated in the recruitment of workers needed for exploration and production in the western

oil fields, and for construction of the pipe line required to transport Alberta's liquid wealth to eastern points.

During the second half of the year there was considerable unemployment among loggers and bush workers. Unseasonable weather seriously reduced operations in British Columbia, and in Ontario and Quebec unfavourable snow conditions delayed hauling until February. The loss of the United Kingdom market for pit props caused a slackening of woods operations in the Maritime Provinces. In addition, the demand in the New England States for workers from Quebec and the Maritime Provinces declined and approximately 3,000 fewer Canadians found employment across the border than in former years.

Placement of European displaced persons and skilled British tradesmen in employment in Canada, described in some detail in the Commission's Eighth Annual Report, was continued, but because of the less favourable employment market employers' requests for immigrant labour (except for domestic workers) declined. A marked reduction was also noted in the number of problem cases among European immigrants requiring the special attention of local and regional offices.

Since the inception of the Government's immigration-labour plan a total of 38,582 displaced persons has been admitted to Canada. At year-end only 200 unplaced immigrants remained in reception hostels in this country. These figures are an indication of the success of the government's program as well as of the placement task accomplished.

The extension of the clearance facilities to the overseas office in London, established in 1948 to enable Canadian employers to seek workers in Britain, has proved successful. Through the London office many British craftsmen possessing skills relatively scarce in this country have found employment in Canadian industry. A service has also been rendered by the London office to Britons planning to emigrate to Canada, by supplying information on employment prospects and working conditions in this country.

#### EMPLOYMENT OF WOMEN

More than 3,270 European immigrants entered Canada during the year under the government's plan for recruitment of displaced persons for employment in this country as household or domestic workers. In addition to 1,623 single women, 1,416 married persons and 111 widows, accompanied by some 130 children, were admitted, most of whom were assisted after arrival by members of the women's staff of the employment service.

Attention was given to 2,400 cases in which health or social welfare problems were dealt with, including 650 in which medical or hospital care was required.



*Manufacture of shoes employs many Canadian workers.  
Women stitching canvas saddle shoes.*

The demand throughout Canada for workers for employment in homes and institutions has been partially met by admission of European women. Many of the workers not only fulfilled the terms of their agreement with the Canadian Government to remain in domestic employment for twelve months, but continued in that work after their agreements had terminated, thus increasing Canada's labour force in that field.

Employers generally were satisfied with the newcomers and Canada will, in time, gain a large number of good citizens when these immigrants qualify for Canadian citizenship.

Language difficulties have been overcome by most of the women and their assimilation into community life has been advanced through the interests of ethnic groups, provincial departments of education and social service agencies, all of whom participated in the work of rehabilitating the refugees.

Special advisory committees continued to aid the employment service to carry out its plans for establishment of the new Canadians.

Throughout the year the women's staff of the employment service continued to give specialized attention to the needs of employers of female help and to problems of women's employment in industrial, commercial and professional occupations.



### PLACEMENT OF HANDICAPPED WORKERS

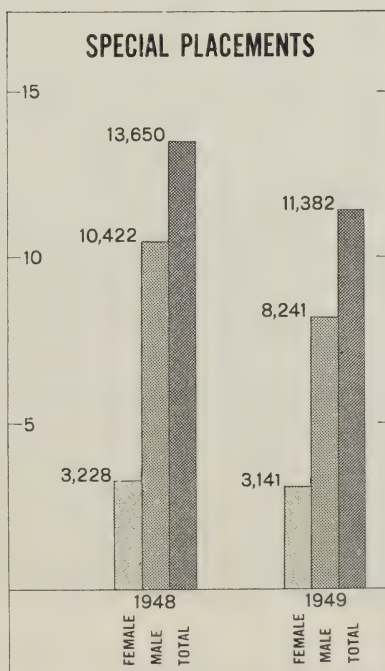
Employment suitable to their physical capacities was found for approximately 11,300 handicapped workers through the special placement facilities provided by the employment service. Of this number some 8,200 were men and 3,100 women. More than 4,000 of the males were disabled ex-service men, while 79 disabled ex-service women were among the females placed.

Placement of handicapped workers offers a two-fold problem. The reluctance of employers to engage handicapped persons must be overcome and the capacities of workers must be carefully matched with physical requirements of jobs so that physical disabilities will not mean economic impairment.

In its work on behalf of handicapped workers the National Employment Service enlists the aid of many government and private organizations. Close relations are maintained with the Department of Veterans Affairs for the solution of problems of men and women whose disabilities are the result of war services, and the assistance of such agencies as provincial workmen's compensation boards, the Canadian National Institute for the Blind, the Society for the Deaf and Hard of Hearing, The Canadian Paraplegic Association, Councils for the Guidance of the Handicapped, community welfare councils, the Canadian Conference of Voluntary Help and Welfare Agencies, and many other similar groups has also been of great value in the development of the Commission's services and its program of civilian rehabilitation.

### YOUTH PLACEMENT AND VOCATIONAL GUIDANCE

Counselling, guidance and placement of young men and women seeking to enter employment for the first time, and co-ordination of the activities of educational authorities and community youth-serving agencies interested in this field are an important part of the work of special placement officers. Statistical measurement of this effort is difficult. It is accurate to say, however, that during the year important progress was made in the improvement and extension of the program.



In Montreal, Toronto, Vancouver and Winnipeg, and other centres where the activities of interested groups have been organized in the form of Youth Guidance Placement Councils, excellent results have been obtained and it is planned to organize community councils in other cities during the forthcoming year.

In co-operation with the Canadian Committee on Youth Services of the Canadian Welfare Council the recommendations of the Canadian Youth Commission in its report on "Youth and Jobs in Canada" are being implemented. This program is designed to become effective in communities, where local offices of the employment service will take a leading part.

During the year representatives of the National Employment Service participated with interested community groups in radio, film, newspaper and other publicity to ensure that the needs of young persons in the fields of work and of recreation may be better recognized.

#### VOCATIONAL TRAINING

A description was given in the previous report of the occupational training plan carried out by the National Employment Service under authority of The Unemployment Insurance Act. During the past year more than 1,900 benefit claimants and other workers were referred to approved courses of training under this plan.



*Retail stores furnish employment for many women.  
Scene in a Canadian antique store.*

## ADULT GUIDANCE

Owing to the tendency of some employers to impose upper age limits in hiring, the problem of finding employment for older workers has become more difficult in recent years. Older applicants appreciated the opportunity of discussing their employment problems with qualified counsellors during the period of operation of the experimental Adult Counselling Service in Toronto. It was significant that, in addition to the actual placements made as a result of the counselling, there was a definite morale-building effect. Counsellors were able to uncover unsuspected capacities in the worker enabling him to go out and, in many cases, obtain employment.

In 1949 it was decided that this service can be rendered through normal counselling channels. Consequently, steps are being taken to co-ordinate the counselling work within the local office so that assistance will be available to applicants whose efforts to find suitable employment are adversely influenced by the age factor.

The counselling process is based on a thorough examination of the applicant's skills, interests and physical capacities and has as its objectives the restoration of morale, the removal of feelings of frustration, and re-orientation in the thinking of the applicant with regard to the whole field of work. This effort has been successful in a large percentage of the cases dealt with; the morale and confidence of applicants have been restored and the workers have been fitted into suitable employment.

## EMPLOYMENT FOR VETERANS

Work on behalf of veterans continued throughout the year without appreciable change in volume. Some of the benefits provided by the Department of Veterans Affairs which the National Employment Service assists in administering, such as out-of-work allowances and training courses, expired for all but those whose hospitalization had been continuous since the end of the war. On the other hand, an increase was recorded in the number of applications for benefits still available—re-establishment credits, pensions, insurance, allowances, and Veterans' Land Act grants. Further, enactment of legislation providing for War Veterans' Allowance Assistance and changes in existing legislation and regulations created new work for veterans' officers of the employment service.

The contraction of the employment market in the latter part of the year affected veterans as well as other workers and, in consequence, there was an increase in the number of applications for assistance in matters of employment as well as in respect to grants or loans from the benevolent funds of the three services.

The close relations of the Department of Veterans Affairs and the employment service continued. As a result of this co-



operation, through the operation of joint review boards established to deal with difficult problems of rehabilitation, many medical, family and other matters affecting employment and re-establishment of ex-service men and women in civilian life were dealt with.

Under operation of the veterans preference rule, the ratio of placements of male ex-service workers to applicants in this category was eight per cent higher than the ratio of placements to applications of all male job-seekers served through the facilities of the employment service.

#### EXECUTIVE AND PROFESSIONAL EMPLOYMENT

Better organized and directed employer relations activities supplemented by increased publicity last year brought about greater use of facilities provided by the employment service for employers seeking workers and workers seeking jobs in technical, scientific and professional fields.

Inquiries from persons in other countries seeking information in regard to employment opportunities in the various professions in Canada also increased in number. The officer of the Commission in charge of executive and professional placement work was appointed recruiting officer in Canada for the United Nations Organization and two campaigns were conducted to obtain staff for that organization.

Activities on behalf of university students were expanded. In the previous report it was noted that placement offices, staffed by employment service personnel, had been established at the Universities of Manitoba, Saskatchewan and Alberta. During the year under review, at the request of school authorities, similar offices were organized on the campuses at Laval University and the University of Montreal, and skilled employment service staff members assigned to assist the offices at Toronto and McGill Universities and the University of British Columbia, operated by those institutions. At some of the other Canadian universities a part-time service was given by employment service personnel.

#### DEVELOPMENT OF WORK AIDS

Work on the development of oral trade questions, referred to in the Eighth Annual Report, was continued, and sets of twelve additional occupations were issued to the field. These local office tools are designed to assist registration and selection officers to assess the capacities and qualifications of applicants for employment.

Semi-annual surveys of hirings and separations were continued. These surveys, inaugurated in 1947, cover 50,000 employers who report work force fluctuations for each month in the half year period. As the project developed new uses have been found for the survey data in measurement of potential placement business and the penetration of the employment service in industry, seasonality of hirings, rates of labour turn-

over, etc., which have led to improved planning and betterment of the service offered to local office patrons.

A new piece of work, which has for its aim development of a complete description of each of the 200 local office areas, was recently undertaken. The local office area descriptions will be issued to the field in convenient form and will also be available to other government departments. Each will describe geographical features of the zone served by the local office, and indicate the population, industrial pattern, labour force and occupations employed. Information in respect to housing, cost of living, educational, recreational, hospital and transportation facilities and other characteristics of the area that may be of interest or value to applicants or employers seeking data on other points in Canada will also be presented.



*Mining — These miners are drilling the rock face in an important development.*

A handbook on job analysis has been compiled to guide local offices in the collection of technical data for use in the selection process and will be issued following completion of a pilot study in a group of selected local offices of a revised occupational classification method.

In the last half of the fiscal year studies were made to determine the extent and relative seriousness of unemployment in each local office area, and a continued reporting method was introduced designed to produce information of value to other government departments as well as to the employment service.

#### EMPLOYMENT COMMITTEES

The National Employment Committee, advisory body to the Commission, held four regular quarterly meetings during the year, two in Ottawa, one in Montreal and one in Halifax, and the executive of the Committee was convened several times to deal with urgent matters.

Representing employer, worker and other interests, the national, regional and local employment committees are established under authority of Section 90 of The Unemployment Insurance Act to advise and assist the Commission in carrying out the purpose of the employment service. The national committee co-ordinates the work of the five regional committees and deals with recommendations from those bodies as well as with proposals originated by local advisory committees.

Some 500 meetings were held by the 80 local committees that have been established to advise and assist local office managers, and 45 by the five regional advisory groups during the year. Activities of the regional and local committees resulted in submission to the central body of considerable employment data as well as proposals for alleviation of unemployment in various parts of the country through inauguration of work projects and other means. When endorsed by the national committee and approved by the Commission such suggestions were referred to the appropriate government authorities.

Employment of older workers, private employment agencies, assistance to technically qualified displaced persons, apprenticeship, vocational guidance and employment of youth, and many other important subjects received the attention of committees during the year.

#### UNEMPLOYMENT INSURANCE

The Commission has now been administering a plan of insurance in Canada for nine years. While that is a comparatively brief period in the life of a nation, it has been adequate to demonstrate the value of the program.

Since The Unemployment Insurance Act became effective, Canada has been enjoying a fair measure of prosperity. Speaking

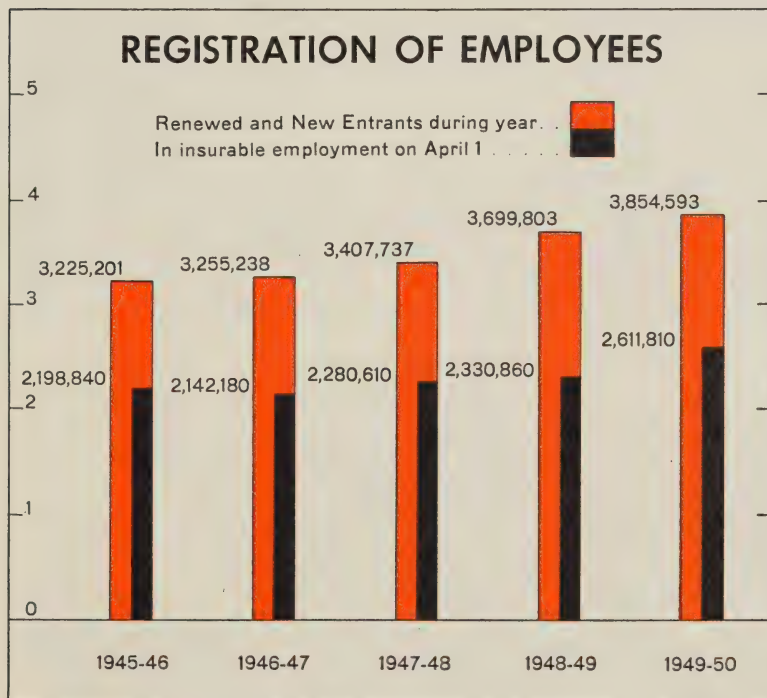


generally, and referring to the major part of that nine-year period, employment maintained a high level. Unemployment, when it arrived, was usually due to seasonal causes and not of a permanent nature.

Even though the unemployment insurance fund has not yet been subjected to what might be regarded as a major test, it has proven its value as an important influence in the economic life of the country. In those areas where unemployment existed, payments from the fund helped to keep the wheels of business revolving, and thus assisted in counteracting fear that general depression conditions were imminent.

#### CHANGES IN CONTRIBUTION RATES

During 1949-50 the full effect has been evident of the 1948 amendment to contribution rates which was designed to restore overall parity between contributions of employers and those of employees. Whereas the ratio had previously been out of adjustment by approximately 5%, it has now been brought back almost to parity. The overall employer contributions for 1949-50 were 50.13% and the overall employee contributions 49.87%.



## INSURANCE BOOKS AND CONTRIBUTIONS

Administrative adjustments in recording contributions by quarters during 1949-50 simplified the keeping of records and the computation of benefit. The rate and duration of benefit can be calculated more readily so that claimants get faster service.

When the exchange of insurance books took place at the beginning of the year the Commission, as an experiment, arranged for renewal of books at the premises of employers with 50 or more insurable employees, in larger centres, and with 25 or more employees in smaller communities. The experiment was so satisfactory both to employers and to the Commission that it is being made a permanent feature.

The Commission has also extended the use of the bulk payment method of making contributions. At the end of the year there were 1,354 employers contributing under this method rather than by stamps. These employers employ almost one-quarter of the insured population.

## CHANGES IN COVERAGE

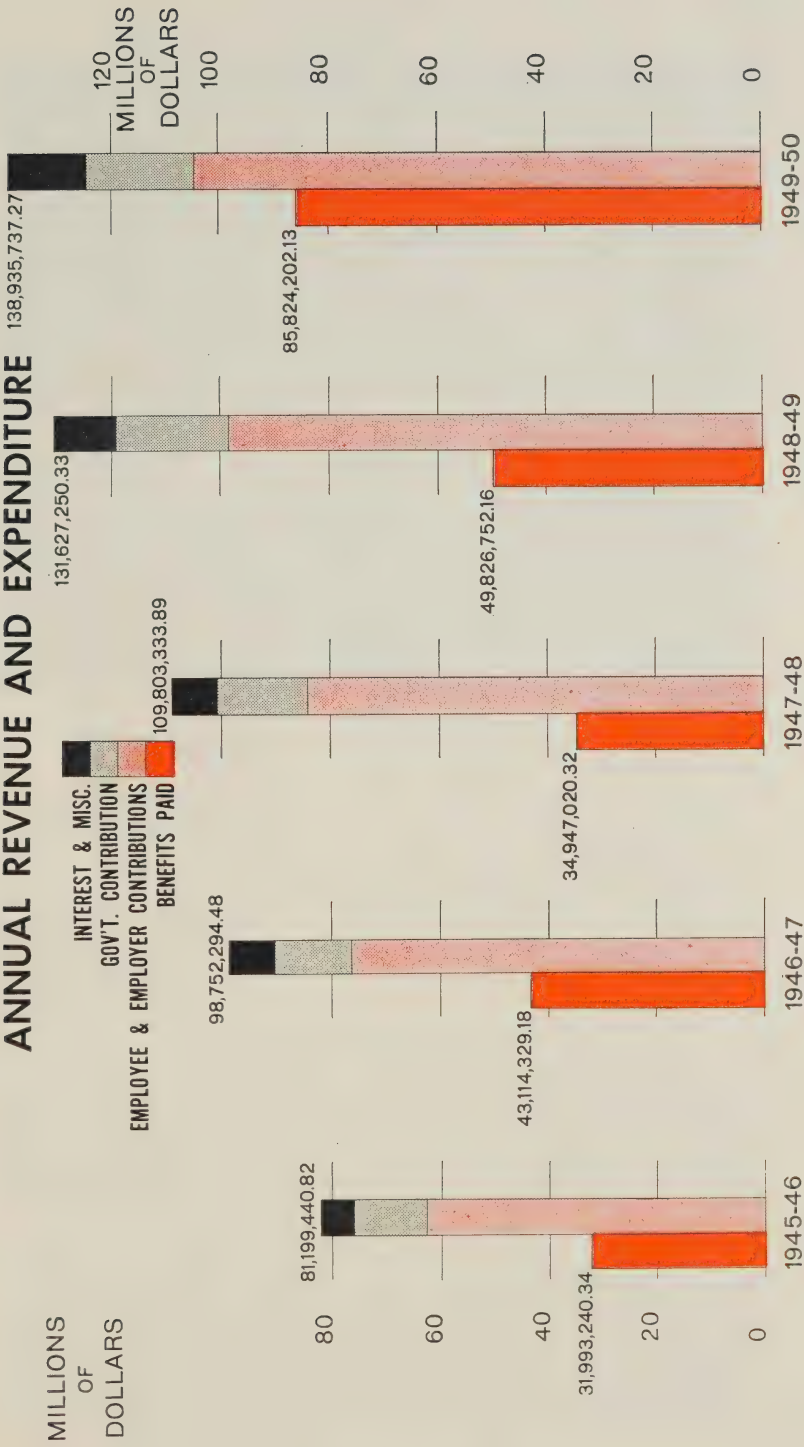
There were no major extensions of coverage during the year, but preparations were made to apply the Act to employment in lumbering and logging in all parts of Canada from April 1, 1950. Hitherto loggers have been insured only in the Pacific administrative region. It is estimated that about 70,000 additional employees will be insured as a result of this extension.

Minor changes during the past year extended coverage to tradesmen employed on a temporary or casual basis in hospitals and charitable institutions, to effect additions, repairs and renovations, and also when employed in their regular trade by farmers. This is to preserve the continuity of the contribution record for persons employed in occupations where contributions are generally payable. General insurance agents, handling casualty, fire, etc., were excluded from coverage, since life insurance agents were already excluded and anomalies had arisen because of the difference in treatment of these two groups.

## PAYMENT OF BENEFIT

The total benefit paid out during the year was \$85,824,202.13, including supplementary benefit for March amounting to \$818,065.89. This represented an increase of \$35,997,449.97 over the previous year, which was due to two factors; a greater amount of unemployment during the latter months of 1949 and in the first part of 1950, as compared with the previous fiscal year, and the fact that more claimants had become entitled to the maximum benefit payable under the new rates which came into effect for the first time in October, 1948. The average daily rate of benefit payable in 1949-50 (excluding supplementary benefit) was \$2.34 compared with an average rate of \$2.09 in 1948-49.

# ANNUAL REVENUE AND EXPENDITURE

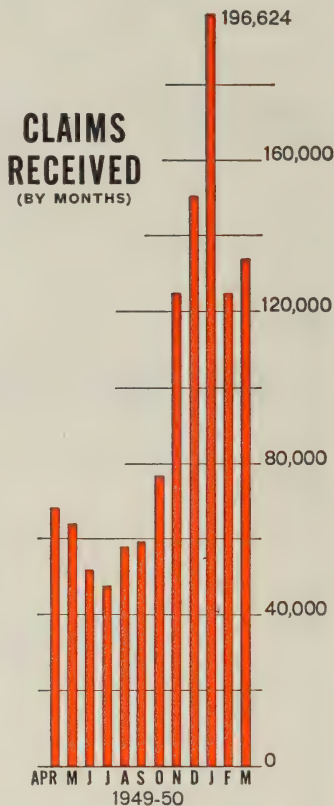




### SUPPLEMENTARY BENEFIT

An important amendment, effective February 28th, 1950, provided for the payment of supplementary benefit to persons who have exhausted or are not yet qualified for ordinary benefit. Supplementary benefit, at approximately 80% of the rate of ordinary benefit, will be payable during the period January 1st to March 31st in each year (in 1950 between March 1st and April 15th). The classes eligible are those who have exhausted the benefit payable to them under a benefit year previously established and are not yet able to establish a new benefit year; those who have not yet established a benefit year but have made 90 contributions since the previous March 31st; and those who have been employed in industries recently brought under the Act and who would have paid contributions and established benefit rights accordingly had the industries in question been insured earlier.

The scheme is to be financed by an additional contribution of one cent per day paid by each employee and by his employer, and any deficit will be made up by the Treasury. Payment of supplementary benefit will be subject to all the conditions for entitlement to ordinary benefit, other than the requirement as to contributions.



### SEASONAL REGULATIONS

As a result of the experience of some three years in their administration, seasonal regulations were modified in several respects during 1949-50. These regulations apply to certain industries which have a pronounced and regularly recurring off-season. The regulations are intended to restrict the payment of benefit to persons employed in such industries to periods of unemployment occurring in the on-season, unless it is shown that the claimant is not a seasonal employee only. The principal modifications introduced were (1) a reduction in the number of contributions required to obtain relief from the restrictions; (2) provision that the regulations will apply only to persons carrying on certain defined seasonal occupations within the industries concerned, e.g., a seaman employed as a member of the crew of a ship engaged in inland water transportation would



*Men at work in steel mill — One of Canada's important industries.*

be considered as carrying on a seasonal occupation, whereas a clerk in a shipping office would not; (3) provision that a person disqualified from the receipt of benefit at the commencement of the off-season may requalify if he acquires the prescribed number of contributions from some insurable employment during the off-season, in which case he would be eligible for benefit for the remaining part of the off-season in the same manner as during the on-season.

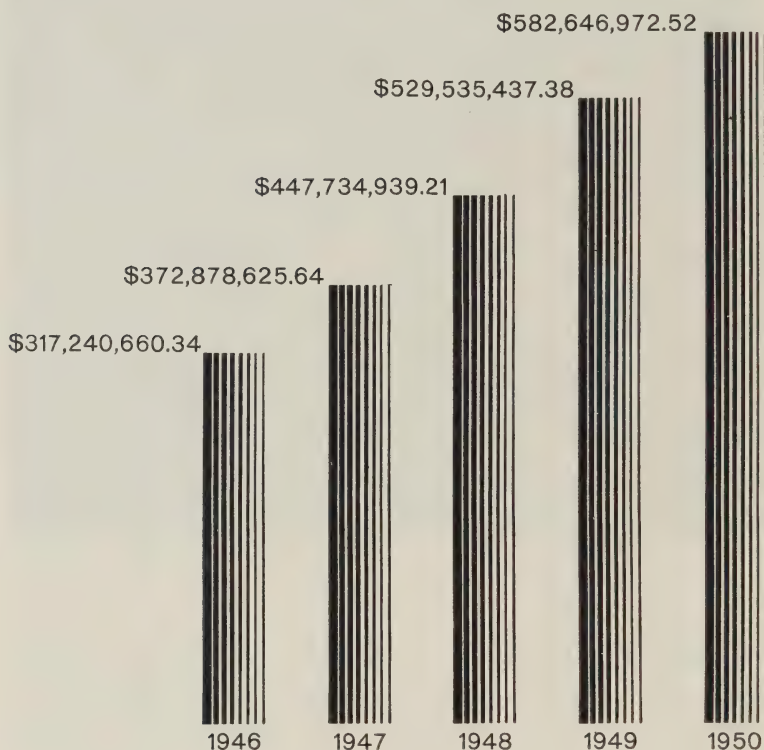
Regulations were also made extending the provisions of the seasonal regulations to employment in lumbering and logging in all parts of Canada other than British Columbia when contributions became payable in that industry at April 1st, 1950. Further study was given during the year to the advisability of applying seasonal regulations to the industry of first processing of fruits and vegetables.

#### UNEMPLOYMENT INSURANCE FUND

At March 31st, 1949, the balance in the unemployment insurance fund was \$529,535,437.38. During the fiscal year 1949-50 revenue from contributions by employers, employees and the government totalled \$124,526,748.14. Miscellaneous revenue (interest on investments, etc.) increased the total

**GROWTH OF UNEMPLOYMENT INSURANCE FUND**

(BALANCE AT EACH MARCH 31, 1946-1950)



revenue to \$138,935,737.27. Benefit paid (including supplementary benefit for March of \$818,065.89) totalled \$85,824,202.13, leaving a net balance at March 31st, 1950, of \$582,646,972.52.

The Unemployment Insurance Advisory Committee, in making its statutory report to Parliament on the state of the fund as at March 31st, 1949, commented that the long period of high employment since the inception of The Unemployment Insurance Act in 1941 and the extension of coverage since that date meant not only the accumulation of assets but the establishment of very high potential rights to benefit.

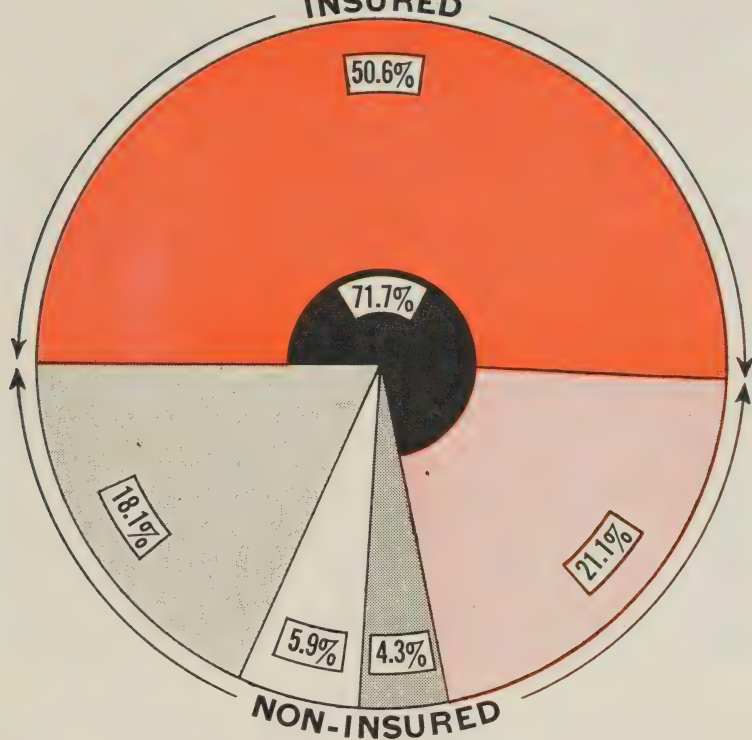
Apart from the amount kept in cash for paying benefit, the whole of the unemployment insurance fund is invested in obligations of the Government of Canada, yielding on the average 2.57% per annum, as at March 31st, 1950. Most of these are long-term securities. The fund is managed by an Investment Committee of three, including the Governor or Deputy Governor of the Bank of Canada and two persons nominated respectively by the Minister of Labour and the Minister of Finance.



## CANADIAN CIVILIAN LABOUR FORCE

(Week Ending October 29, 1949)

INSURED



			%
Own-account Workers.....	941,000		18.1
Unpaid Family Workers....	306,000		5.9
Employers.....	226,000		4.3
	<hr/>		<hr/>
	1,473,000		28.3
Non-Insured wage-earners..	1,097,000		21.1
Insured wage-earners.....	2,630,000		50.6
	<hr/>		<hr/>
(This compares with the figure of 2,611,810 on chart on page 31.)			
Total wage-earners.....	3,727,000		71.7
	<hr/>		<hr/>
	5,200,000		100.0

(Source D.B.S.)

## RECIPROCAL RELATIONS WITH UNITED STATES

During the year two further States, Massachusetts and Rhode Island, indicated their adherence to the reciprocal agreement which has been in force between the governments of Canada and the United States since 1942. This brings to thirty-eight the number of states that reciprocate with Canada in the handling of claims for unemployment insurance benefit.

## PROGRESS IN HANDLING CLAIMS

The steps towards certain decentralization of adjudication which were referred to in the last annual report have been carried still further, and are now operative at the local office level for certain specific types of claims. The new procedure is satisfactory, and another mark of progress in the handling of claims.

## INTEREST OF LABOUR UNIONS

The general public and labour unions particularly have shown growing interest in the provisions of the Unemployment Insurance Act. At several meetings of labour organizations during the year officers of the Commission were invited to speak about the benefit provisions of the Act, especially in regard to principles of adjudication. The Commission would like to record its very sincere appreciation of the co-operation given so freely by labour unions in acquainting their membership with the Act and Regulations. This has been most helpful and resulted in a better understanding of the plan among those who are vitally interested.

## AUDIT OF EMPLOYERS

Employers are visited by auditors of the Commission about every eighteen months. This is done to verify that proper contributions are being paid. Where delinquency exists it is now found mainly among small employers. Here the delinquency is generally in respect of casual or temporary employees who fail to take their insurance books with them from job to job. During the year additional audit staff was appointed for the new province of Newfoundland and the registration of employers in outlying areas was continued. In Newfoundland there are many coastal points that can be reached only by boat.

## UNEMPLOYMENT ASSISTANCE IN NEWFOUNDLAND

In accordance with the terms of union, it was agreed that the Government of Canada would pay unemployment assistance to persons resident in Newfoundland who were unemployed at the date of union (April 1st, 1949) or who lost their employment within two years thereafter, provided they had been engaged in insurable employment but were not yet qualified for unemployment insurance benefits.

Claims for unemployment assistance are handled through local offices of the Commission in the same manner as claims for benefit, but payment is made by subventions from the Treasury and not out of the unemployment insurance fund.

#### PROPOSED CHANGES

Amendments which have received the approval of Parliament and will become effective on proclamation cover a number of important changes with reference to coverage, contributions and benefit. The ceiling for insurability is to be raised from \$3120 to \$4800 a year. This will bring within the scope of the Act an estimated additional 75,000 persons. The number of contribution classes will be reduced, the payment by employers and employees will be equalized throughout all classes, and an additional higher class of contributions will be added, in keeping with the raising of the ceiling for insurability. This will result in the payment of a higher rate of benefit to persons contributing in the new class, namely a maximum for a person with a dependent of \$21.00 weekly, compared with the present maximum of \$18.30, and for a single person a maximum of \$16.20, compared with the present \$14.40.

The Commission will be empowered to make special regulations prescribing the conditions under which benefit may be paid to married women. The purpose is to enable the Commission to provide suitable tests to ensure that such persons are bona fide applicants for employment following marriage.

Persons working in a subsidiary occupation while drawing benefit will be allowed to earn up to a daily average of \$2.00 instead of \$1.50 as at present.

It is expected that these amendments will be proclaimed effective July 3rd, 1950.





## APPENDIX II

ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT  
INSURANCE COMMISSION DURING THE PERIOD  
APRIL 1, 1949, TO MARCH 31, 1950

Salaries and Wages.....	\$15,909,426.03
Living and Other Allowances.....	31,863.27
Professional and Special Services.....	191,864.46
Commission to Post Office Department.....	523,782.55
Printing, Stationery and Office Equipment.....	680,657.47
Unemployment Insurance Stamps.....	16,822.59
Unemployment Insurance Books.....	57,738.10
Travelling Expenses.....	513,793.61
Express, Freight and Cartage.....	61,540.33
Acquisition of Equipment.....	2,031.66
Telephone, Telegrams and Postage.....	601,211.32
Alterations, Maintenance and Repairs—Bldgs.....	165,658.89
Rents, Including Building Services.....	1,588,818.87
Advertising and Publicity.....	19,261.09
Sundries.....	21,511.46
	<u>\$20,385,981.70</u>

## APPENDIX III

PROSECUTIONS OF DELINQUENTS UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940, AS AMENDED, AND THE REGULATIONS  
MADE THEREUNDER

Nature of Offences	Fiscal Year 1949-50						
	Carried over from Previous Fiscal Year	Com-menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con-victions	With-drawals	Acquit-tals	Await-ing Results of Trials
For failure to pay unemploy-ment insurance contribu-tions (employers).....	12	270	282	73	7	...	202
For obtaining benefit ille-gally (claimants).....	103	751	854	688	16	9	141
For failure to return insur-ance books (employers) ..	...	44	44	36	7	...	1
For failure to produce re-cords for inspection (em-ployers).....	3	24	27	10	...	3	14
For failure to keep adequate records (employers).....	...	11	11	2	1	...	8
For failure to deliver insur-ance book to employee upon separation (em-ployers).....	...	1	1	1	...	...	...
Totals.....	118	1,101	1,219	810	31	12	366

NOTE : Included among the withdrawals are cases in which the accused could not be located or where subsequently reported facts indicated that prosecutions should not be proceeded with.

## APPENDIX IV

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS DURING  
THE YEAR APRIL 1, 1949 TO MARCH 30, 1950

Months	Regular Placements		Casual Placements *		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
1949							
Apr. 1 to Apr. 28.....	34,460	12,443	4,784	4,894	39,244	17,337	56,581
Apr. 29 to June 2.....	51,748	17,076	8,218	6,724	59,966	23,800	83,766
June 3 to June 30.....	37,612	13,436	6,461	4,587	44,073	18,023	62,096
July 1 to July 28.....	35,576	13,034	5,617	3,938	41,193	16,972	58,165
July 29 to Sept. 1.....	45,800	16,281	6,921	5,027	52,721	21,308	74,029
Sept. 2 to Sept. 29.....	40,062	14,048	6,411	4,710	46,473	18,758	65,231
Sept. 30 to Nov. 3.....	40,709	16,358	8,317	5,641	49,026	21,999	71,025
Nov. 4 to Dec. 1.....	22,100	12,764	5,101	3,954	27,201	16,718	43,919
Dec. 2 to Dec. 29.....	25,501	12,604	7,292	4,719	32,793	17,323	50,116
1950							
Dec. 30 to Feb. 2.....	18,668	12,104	4,910	4,169	23,578	16,273	39,851
Feb. 3 to Mar. 2.....	18,638	10,426	5,585	3,182	24,223	13,608	37,831
Mar. 3 to Mar. 30.....	22,087	11,593	4,402	4,411	26,489	16,004	42,493
Total 1949-1950.....	392,961	162,167	74,019	55,956	466,980	218,123	685,103

\*Placements are termed "Casual" when the duration of the employment offered is seven days or less.

## APPENDIX V

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
LOCAL EMPLOYMENT OFFICES, UNEMPLOYMENT INSURANCE COMMISSION,  
BY PROVINCES, DURING THE YEAR APRIL 1, 1949 TO MARCH 30, 1950

Provinces	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
Newfoundland.....	967	141	82	4	1,049	145	1,194
Prince Edward Island.....	2,584	987	406	319	2,990	1,306	4,296
Nova Scotia.....	10,137	4,977	3,069	2,234	13,206	7,211	20,417
New Brunswick.....	11,560	3,784	2,769	1,299	14,329	5,083	19,412
Quebec.....	74,105	33,773	2,864	8,068	76,969	41,841	118,810
Ontario.....	169,072	71,056	33,863	19,692	202,935	90,748	293,683
Manitoba.....	22,973	11,970	8,394	9,259	31,367	21,229	52,596
Saskatchewan.....	17,554	6,720	5,309	3,253	22,863	9,973	32,836
Alberta.....	39,216	12,622	7,353	5,673	46,569	18,295	64,864
British Columbia.....	44,793	16,137	9,910	6,155	54,703	22,292	76,995
Totals.....	392,961	162,167	74,019	55,956	466,980	218,123	685,103
Comparable Totals— Year 1948-49.....	427,185	160,916	58,266	54,451	485,451	215,367	700,818

\*Placements are termed "Casual" when the duration of the employment offered is seven days or less.



## APPENDIX VI

APPLICATIONS FOR EMPLOYMENT AS REGISTERED BY THE LOCAL  
EMPLOYMENT OFFICES, UNEMPLOYMENT INSURANCE COMMISSION,  
DURING THE YEAR APRIL 1, 1949 TO MARCH 30, 1950

Provinces	Men	Women	Totals
Newfoundland.....	43,508	2,068	45,576
Prince Edward Island.....	6,684	2,825	9,509
Nova Scotia.....	61,098	17,739	78,837
New Brunswick.....	62,320	15,067	77,387
Quebec.....	367,132	119,511	486,643
Ontario.....	458,874	185,791	644,665
Manitoba.....	78,268	43,355	121,623
Saskatchewan.....	51,855	22,647	74,502
Alberta.....	88,533	36,541	125,074
British Columbia.....	194,574	69,700	264,274
Totals for Canada.....	1,412,846	515,244	1,928,090
Comparable Totals, Year 1948-49.....	1,225,208	463,402	1,688,610

## APPENDIX VII

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
LOCAL EMPLOYMENT OFFICES, UNEMPLOYMENT INSURANCE COMMISSION,  
DURING THE YEAR APRIL 1, 1949 TO MARCH 30, 1950

Provinces	Men	Women	Totals
Newfoundland.....	1,428	393	1,821
Prince Edward Island.....	3,677	1,941	5,618
Nova Scotia.....	16,389	10,767	27,156
New Brunswick.....	17,140	7,569	24,709
Quebec.....	115,280	80,589	195,869
Ontario.....	288,422	156,745	445,167
Manitoba.....	43,442	31,498	74,940
Saskatchewan.....	31,468	15,693	47,161
Alberta.....	58,852	28,150	87,002
British Columbia.....	73,906	35,696	109,602
Totals for Canada.....	650,004	369,041	1,019,045
Comparable Totals, Year 1948-49.....	762,832	386,875	1,149,707

## APPENDIX VIII

EMPLOYMENT OPERATIONS BY THE LOCAL EMPLOYMENT OFFICES,  
UNEMPLOYMENT INSURANCE COMMISSION APRIL 1, 1949 TO MARCH 30, 1950

Provinces	Applications Registered	Vacancies Notified	Placements Effected
Newfoundland.....	Male 43,508	1,428	1,049
	Female 2,068	393	145
	Total 45,576	1,821	1,194
Prince Edward Island.....	Male 6,684	3,677	2,990
	Female 2,825	1,941	1,306
	Total 9,509	5,618	4,296
Nova Scotia.....	Male 61,098	16,389	13,206
	Female 17,739	10,767	7,211
	Total 78,837	27,156	20,417
New Brunswick.....	Male 62,320	17,140	14,329
	Female 15,067	7,569	5,083
	Total 77,387	24,709	19,412
Quebec.....	Male 367,132	115,280	76,969
	Female 119,511	80,589	41,841
	Total 486,643	195,869	118,810
Ontario.....	Male 458,874	288,422	202,935
	Female 185,791	156,745	90,748
	Total 644,665	445,167	293,683
Manitoba.....	Male 78,268	43,442	31,367
	Female 43,355	31,498	21,229
	Total 121,623	74,940	52,596
Saskatchewan.....	Male 51,855	31,468	22,863
	Female 22,647	15,693	9,973
	Total 74,502	47,161	32,836
Alberta.....	Male 88,533	58,852	46,569
	Female 36,541	28,150	18,295
	Total 125,074	87,002	64,864
British Columbia.....	Male 194,574	73,906	54,703
	Female 69,700	35,696	22,292
	Total 264,274	109,602	76,995
Canada.....	Male 1,412,846	650,004	466,980
	Female 515,244	369,041	218,123
	Total 1,928,090	1,019,045	685,103

## APPENDIX IX

NUMBER OF PERSONS ISSUED AN UNEMPLOYMENT INSURANCE BOOK  
AS OF APRIL 1, 1949

CLASSIFIED BY INDUSTRY AND PROVINCE\* (Based on a 10 per cent Sample Count)

Industry	Canada	New-found-land	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Mani-toba	Saskat-chewan	Alberta	British Colum-bia
Culture.....	1,380			30	10	130	510	140	140	220	200
stry and Logging.....	11,860	150		130	250	560	350	10		230	10,180
ing, Hunting and Trapping.....	580	160			20	80		60	10		240
ing, Quarrying and Oil Wells.....	79,790	880		13,280	1,150	14,490	23,790	2,520	630	13,130	9,920
etal Mining.....	41,700	540		40		7,920	22,920	2,400		930	6,950
uels.....	28,030			12,590	860	40	190		420	11,520	2,410
on-Metal Mining.....	7,440	150		500	250	5,590	350		180		420
uarrying, Clay and Sand Pits.....	1,900	190		150	40	920	270	110	30	60	130
respecting.....	720					20	60	10		620	10
ufacturing.....	1,001,100	7,310	1,060	24,070	21,830	345,670	463,680	34,400	11,180	25,000	66,900
ood and Beverages.....	114,390	1,810	430	4,190	5,350	28,400	47,040	7,620	3,560	6,450	9,540
obacco and Tobacco Pro- ducts.....	10,920	100				8,410	2,400				10
ubber Products.....	17,420					6,780	10,590		20	20	10
eather Products.....	30,760	70	10	210	400	16,330	12,410	580	60	120	570
extile Products (except cloth- ing).....	71,680	30	40	640	1,760	41,390	26,270	500	70	80	900
lothing (Textile and Fur).....	112,560	150	30	1,980	380	62,860	38,250	6,240	260	990	1,420
ood Products.....	84,650	480	120	1,810	2,460	21,940	24,920	2,380	1,040	2,830	26,670
aper Products.....	66,600	3,410		1,330	3,530	27,790	23,200	1,220	10	90	6,020
rinting, Publishing and Allied Industries.....	45,480	150	60	910	490	11,720	24,010	2,600	890	1,290	3,360
on and Steel Products.....	153,410	100	110	7,620	990	35,420	95,330	4,770	680	2,360	6,030
ransportation Equipment.....	112,080	840	200	4,570	5,060	18,130	62,640	4,890	3,180	5,730	6,840
on-Ferrous Metal Products.....	39,900				560	16,590	21,800	410	50	110	380
lectrical Apparatus and Sup- plies.....	39,620			30	30	15,110	22,630	800	120	170	730
on-Metallic Mineral Pro- ducts.....	25,240	60		600	310	6,280	13,740	850	330	1,840	1,230
roducts of Petroleum and Coal.....	11,500	10				5,200	2,410	240	520	2,290	830
hemical Products.....	38,030	90	60	180	180	15,520	18,920	710	270	470	1,630
iscellaneous Manufacturing Industries.....	26,860	10			330	7,800	17,120	590	120	160	730
struction.....	143,520	940	690	5,700	3,880	40,090	56,200	6,400	2,770	9,020	17,830
eneral Contractors.....	102,880	650	580	4,120	3,150	27,870	40,630	4,450	1,870	6,680	12,880
pecial Trade Contractors (Subcontractors).....	40,640	290	110	1,580	730	12,220	15,570	1,950	900	2,340	4,950
nsportation, Storage and ommunication.....	251,680	4,630	660	6,390	16,910	66,790	63,690	43,620	9,090	12,470	27,430
ransportation.....	218,240	4,400	630	5,210	16,030	53,370	56,060	41,910	6,890	11,320	22,420
orage.....	9,280	110		120	70	670	3,390	1,230	1,600	890	1,200
ommunication.....	24,160	120	30	1,060	810	12,750	4,240	480	600	260	3,810
ic Utility Operation.....	30,870	430	110	950	1,010	4,400	20,360	500	130	1,570	1,410
de.....	444,510	6,120	1,930	15,440	14,610	100,510	175,420	35,410	19,370	28,610	47,090
olesale Trade.....	114,560	1,640	330	4,250	4,130	26,540	35,490	12,820	5,200	10,180	13,980
etail Trade.....	329,950	4,480	1,600	11,190	10,480	73,970	139,930	22,590	14,170	18,430	33,110
ance, Insurance and Real Es- tate.....	82,800	170	130	1,960	1,500	24,190	35,860	5,540	2,530	3,360	7,560
rice.....	296,900	1,350	820	6,940	5,360	58,450	145,260	15,020	11,230	18,410	34,060
ommunity or Public Service.....	21,820	130	50	600	440	3,350	8,910	1,200	1,590	1,910	3,640
overnment Service.....	100,440	520	200	1,970	1,110	9,170	68,240	3,950	2,390	3,970	8,920
recreation Service.....	16,200	150		530	510	3,250	7,480	1,040	600	900	1,740
usiness Service.....	27,650	60	40	720	320	7,710	12,420	1,680	610	1,300	2,790
ersonal Service.....	130,790	490	530	3,120	2,980	34,970	48,210	7,150	6,040	10,330	16,970
pecified.....	25,000	3,700	50	730	640	13,310	3,910	170	160	940	1,390
mployed.....	241,820	4,840	2,240	11,710	9,700	77,170	68,850	14,970	8,990	9,430	33,920
Totals.....	2,611,810	30,680	7,690	87,330	76,870	745,840	1,057,880	158,760	66,230	122,400	258,130
al number of Unemployment Insurance Books issued during the year 1949-50†.....	3,854,593	71,503	14,156	144,992	116,094	1,056,207	1,538,988	217,534	106,448	192,834	395,837

\*The statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewal of April 1949.

†For the purpose of classifying insured persons by industry, the standard classification is used. The Unemployment Insurance excepts from unemployment insurance persons engaged in certain employment, e.g., "employment in agriculture, horticulture, forestry", "employment in fishing", etc. However, it is possible that persons who under the census classification are in excepted employment, may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time the employing firm or person may be placed in agriculture according to the standard classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally excepted.

‡The workers classified (2,611,810) are those reported as actually in the insured working force at April 1, 1949. The larger figure (3,854,593) includes all those who were employed in insurable employment at any time during the period April 1, 1949 to March 31, 1950.



## APPENDIX X

STATEMENT OF EMPLOYER AND EMPLOYEE CONTRIBUTIONS AND  
PROPORTION OF TOTAL INSURED EMPLOYEES ESTIMATED  
BY CLASSES FOR THE FISCAL YEAR ENDED MARCH 31, 1950

Class	Weekly Earnings	Employer	Employee	Combined Total	Per Cent of Combined Total	Per Cent of Employees by Contribution Classes
		\$ cts.	\$ cts.	\$ cts.		
0.....	Less than 90¢ a day.....	125,318.90	.....	125,318.90	.12	.50
1.....	\$ 5.40 - \$ 7.49..	52,216.21	41,772.97	93,989.18	.09	.21
2.....	7.50 - 9.59..	83,545.93	52,216.21	135,762.14	.13	.25
3.....	9.60 - 11.99..	177,535.11	135,762.14	313,297.25	.30	.54
4.....	12.00 - 14.99..	459,502.63	396,843.18	856,345.81	.82	1.40
5.....	15.00 - 19.99..	1,702,248.38	1,702,248.38	3,404,496.76	3.26	5.19
6.....	20.00 - 25.99..	4,480,150.64	4,480,150.64	8,960,301.28	8.58	10.90
7.....	26.00 - 33.99..	7,727,998.78	7,727,998.78	15,455,997.56	14.80	15.70
8.....	34.00 or more..	37,543,453.53	37,543,453.53	75,086,907.06	71.90	65.31
		52,351,970.11	52,080,445.83	104,432,415.94	100.00	100.00
1949-50.....		50.13%	49.87%	100.00%		
1948-49.....		47.5 %	52.5 %	100.00%		

## APPENDIX XI

AUDITS AND INVESTIGATIONS COMPLETED BY UNEMPLOYMENT INSURANCE  
AUDITORS DURING THE FISCAL YEAR ENDED MARCH 31, 1950

Region	Number of Registered Employers	Number of Complete Audits	Insured Employees Covered	Overdue Contributions		Number of Special Investigations	Average Number of Auditors
				Established	Collected		
Atlantic...	18,499	10,715	89,957	\$ 74,233.03	\$ 73,059.92	2,575	36
Quebec....	56,156	30,518	341,198	419,187.18	391,245.02	8,977	94
Ontario....	76,357	43,905	553,362	434,442.47	431,263.35	14,022	136
Prairie....	41,058	28,692	187,804	227,941.45	224,804.60	10,509	74
Pacific....	25,952	13,483	138,059	127,421.80	120,908.96	5,566	42
1949-50....	218,022	127,313	1,310,380	\$1,283,225.93	\$1,241,281.85	41,649	382
1948-49....	207,162	135,833	1,522,095	\$1,052,432.53	\$1,034,017.80	40,684	360

## APPENDIX XII

INITIAL, RENEWAL AND REVISED CLAIMS FOR BENEFIT FILED AT INSURANCE OFFICES BY PROVINCES,  
THEIR DISPOSAL AND THE AMOUNT OF BENEFIT PAID DURING THE FISCAL YEAR 1949-1950

Insurance Offices	Total	New- foundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia
<b>Claims Received</b>											
Pending on March 31, 1949.....	23,958	.....	129	1,770	1,293	8,647	5,875	1,269	578	1,613	2,784
In: from Apr: 1/49 to Mar: 31/50...	708,745	1,796	3,597	38,094	31,238	222,846	219,740	34,071	19,580	32,060	105,723
Re: from Apr: 1/49 to Mar: 31/50...	327,077	102	1,436	21,106	16,374	100,563	100,226	14,408	6,592	10,389	55,881
Rev: from Apr: 1/49 to Mar: 31/50...	124,378	135	534	6,804	5,225	40,354	39,098	7,367	3,755	4,943	16,163
Total.....	*1,184,158	2,033	5,696	67,774	54,130	372,410	364,939	57,115	30,505	49,005	180,551
<b>Postal Claims</b>											
(Included above).....	106,033	460	579	7,409	9,842	33,754	15,144	5,770	9,429	6,740	16,906
<b>Disposal</b>											
Allowed.....	912,686	821	4,467	52,662	42,173	286,967	280,574	41,576	22,857	37,031	143,558
Disqualified.....	104,076	117	252	4,999	2,245	32,788	37,204	5,981	2,734	3,561	14,195
Benefit year not established.....	117,435	599	812	7,642	7,538	36,687	31,730	6,378	3,832	5,455	16,762
Not entitled.....	18,544	11	20	521	391	2,984	2,571	480	179	342	1,095
Appeals to court of referees.....	11,236	7	16	478	163	3,228	4,132	1,087	322	432	1,371
Appeals sent to the Umpire.....	67	.....	.....	3	1	19	29	9	.....	3	3
Claims pending.....	30,114	478	129	1,469	1,619	9,737	8,699	1,654	581	2,181	3,567
Total.....	1,184,158	2,033	5,696	67,774	54,130	372,410	364,939	57,115	30,505	49,005	180,551
<b>Amount Paid to Claimants</b>											
(Gross)											
From Apr: 1/49 to Mar: 31/50.....	\$85,199,292	77,553	499,019	5,217,042	4,342,649	29,393,943	22,140,933	4,174,790	2,521,162	3,130,730	13,701,471

\*This includes 124,378 revised claims which have been subject to one or more adjudications.

†This figure is made up of revised claims containing requests for antedating, extension of the two-year period, and dependency which have not been granted.

## APPENDIX XIII

REPORT ON NUMBER OF CLAIMANTS AS SHOWN ON THE UNEMPLOYMENT REGISTER  
FOR THE LAST WORKING DAY OF EACH MONTH DURING THE FISCAL YEAR 1949-50

Provinces	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	January	February	March
Newfoundland..... 1. 2.	27 .....	41 .....	73 .....	63 .....	69 .....	52 .....	61 .....	86 .....	103 .....	246 .....	455 .....	969 .....
Prince Edward Island... 1. 2.	1,121 3	546 3	490 12	463 13	446 1	416 1	404 1	737 1	1,366 .....	1,961 .....	1,856 1	1,733 2
Nova Scotia..... 1. 2.	10,165 3,401	7,146 989	5,282 1,304	4,716 1,508	4,997 1,448	5,332 1,580	6,181 1,168	8,289 1,137	12,002 1,432	16,047 1,905	15,989 1,801	15,146 1,174
New Brunswick..... 1. 2.	7,494 1,874	5,840 1,271	5,248 490	5,063 496	5,092 455	5,088 285	6,178 204	9,262 204	12,028 500	14,261 340	13,540 694	13,093 513
Quebec..... 1. 2.	46,793 2,431	32,066 4,660	27,799 4,609	27,521 4,718	29,342 3,617	31,193 4,011	38,450 3,437	52,762 4,191	77,554 4,302	92,829 5,373	91,832 5,922	91,119 6,795
Ontario..... 1. 2.	33,840 3,791	24,547 9,389	21,797 5,325	22,411 5,001	22,129 4,583	22,039 3,464	28,107 3,128	39,641 13,366	56,027 13,012	73,443 5,212	74,049 5,417	73,003 5,869
Manitoba..... 1. 2.	7,980 28	6,318 45	3,920 30	3,577 15	3,244 7	3,333 6	4,747 26	8,387 36	11,274 100	15,545 25	16,915 26	15,954 62
Saskatchewan..... 1. 2.	3,197 4	1,853 22	1,550 17	1,417 7	1,294 7	1,419 2	2,232 15	4,259 15	7,611 7	10,789 5	10,485 8	9,205 13
Alberta..... 1. 2.	3,542 3,766	2,367 2,937	1,877 2,889	1,937 2,498	1,853 2,440	1,937 1,430	3,120 807	4,657 81	8,214 366	13,615 2,228	12,383 2,678	10,677 3,387
British Columbia..... 1. 2.	20,321 321	15,108 213	12,355 158	12,734 188	12,347 508	12,716 771	16,457 706	24,189 1,074	35,885 1,127	58,502 847	48,659 1,313	34,483 1,166
Total..... 1. 2.	134,480 15,619	95,832 19,529	80,391 14,834	79,902 14,444	80,813 13,066	83,525 11,570	105,937 9,492	152,269 20,105	222,064 20,846	297,238 15,935	286,163 17,860	265,382 18,981

1. Ordinary claimants.  
2. Short-time



**APPENDIX XIV**  
**GROSS AMOUNT OF BENEFIT PAID OUT MONTHLY BY PROVINCES**  
**DURING THE FISCAL YEAR 1949-50**

Provinces	Amount Paid \$	April	May	June	July	August	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	March
Newfoundland.....	77,553	46	363	2,055	2,033	2,739	3,360	2,795	2,523	4,284	7,602	16,149	33,604
P. Edward Island....	499,019	68,438	44,488	21,287	20,471	20,311	18,820	15,066	16,897	28,047	66,732	85,958	92,504
Nova Scotia.....	5,217,042	571,036	460,031	285,000	220,260	232,052	231,723	243,651	298,401	385,560	679,506	733,557	875,665
New Brunswick.....	4,342,649	398,037	358,563	285,851	216,339	225,214	217,041	200,584	278,049	382,756	569,755	563,725	646,735
Quebec.....	29,393,943	2,520,640	1,925,691	1,397,481	1,177,950	1,325,625	1,359,673	1,504,818	1,804,868	2,540,226	4,114,029	4,386,129	5,336,813
Ontario.....	22,140,933	1,878,715	1,316,320	1,101,245	923,381	1,034,789	1,000,610	1,025,444	1,383,407	1,991,881	2,951,172	3,338,234	4,195,735
Manitoba.....	4,174,790	460,777	287,348	216,920	156,508	154,322	138,624	141,579	229,246	331,800	541,857	677,329	838,480
Saskatchewan.....	2,521,162	278,052	108,795	79,298	60,782	62,334	54,118	62,602	111,726	205,683	412,100	504,097	581,575
Alberta.....	3,130,730	298,050	206,305	125,715	96,140	102,789	99,528	89,838	139,064	212,147	450,115	619,258	691,781
British Columbia.....	13,701,471	1,132,033	803,231	597,802	497,319	556,825	548,276	559,164	784,192	1,098,617	1,988,275	2,680,904	2,454,833
Total.....	\$85,199,292	7,605,824	5,511,135	4,113,254	3,371,183	3,717,000	3,671,773	3,845,541	5,048,373	7,181,001	11,781,143	13,605,340	15,747,725

## APPENDIX XV

REASONS GIVEN BY INSURANCE OFFICERS FOR NOT ESTABLISHING BENEFIT YEARS AND FOR DISQUALIFYING CLAIMANTS.  
FISCAL YEAR 1949-50

Benefit Year Not Established	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
Insufficient contributions (180 days).....	100,416	574	711	6,342	6,413	32,359	27,155	5,580	3,451	4,860	12,971
Insufficient contributions ( 60 days).....	10,515	4	89	1,068	879	2,841	1,885	448	283	381	2,064
Class "O" contributions.....	1,088	...	6	18	42	563	304	36	37	86	37
Application not made in prescribed manner.....	5,067	21	6	209	199	919	2,107	297	76	171	1,062
Under 16 years of age.....	349	...	...	5	5	32	279	8	5	7	8
Total.....	117,435	599	812	7,642	7,538	36,687	31,730	6,378	3,832	5,455	16,762
DISQUALIFICATIONS											
Not unemployed.....	14,776	1	8	580	278	3,693	6,530	847	521	433	1,885
Not capable of work.....	2,373	5	1	163	56	537	956	37	85	98	435
Not available for work.....	7,703	5	13	227	108	2,269	3,380	714	213	262	512
Not able to obtain suitable employment.....	163	...	1	2	42	60	37	2	1	15	3
Seasonal employment.....	4,092	23	2	227	71	2,714	955	35	6	32	27
Loss of work due to labour dispute.....	2,485	1	2	451	74	757	966	43	12	5	174
Refusal of offer of work.....	12,167	...	26	478	182	4,442	3,804	726	486	473	1,550
Neglect of opportunity to work.....	1,174	...	2	33	8	242	536	89	25	25	214
Failure to carry out written direction.....	707	...	2	10	6	292	87	154	110	38	10
Non-attendance at course of instruction.....	79	...	...	3	7	28	4	23	3	4	...
Employment lost by own misconduct.....	8,853	3	21	490	241	3,841	3,419	155	106	237	340
Voluntarily leaving without just cause.....	43,687	78	161	2,113	1,115	12,993	14,681	2,822	1,050	1,779	6,895
Inmate of prison.....	42	...	...	...	...	4	35	...	...	3	...
Resident outside of Canada.....	7	...	...	...	...	4	3	...	...	...	...
Not made in prescribed manner.....	4,789	1	12	217	52	684	1,790	299	116	152	1,466
55(2) (ii)—Other.....	979	...	1	...	5	228	21	35	...	5	684
Total.....	104,076	117	252	4,999	2,245	32,788	37,204	5,981	2,734	3,561	14,195
Grand Total.....	221,511	716	1,064	12,641	9,783	69,475	68,934	12,359	6,566	9,016	30,957
Antedate — Approved.....	7,622	6	71	764	779	2,345	1,489	211	109	177	1,671
Ext. of two-year period — Not approved.....	2,206	1	6	249	65	635	691	122	65	123	249
— Approved.....	10,842	5	64	721	578	3,239	2,491	646	467	572	1,059
— Not approved.....	2,009	1	2	35	66	1,096	408	97	86	86	196
Dependency — Not approved.....	16,242	21	71	1,420	643	6,802	2,919	470	186	358	3,352

## APPENDIX XVI

# APPEALS AND REFERENCES TO THE COURTS OF REFEREES AND APPEALS TO THE UMPIRE DURING THE FISCAL YEAR 1949-50

Provinces	Pending on April 1, 1949	Appeals by Claimants	References by Insurance Officers	Total	Pending on March 31, 1950	Withdrawn	Heard	Courts' Decisions		Umpire's Decisions			
								Upheld	Not Upheld	Claimants' Appeals		Insurance Officers' Appeals	
										Upheld	Not Upheld	Upheld	Not Upheld
Newfoundland.....	..	7	..	7	..	5	2	1	1	..	..	..	..
Prince Edward Island.....	2	16	..	18	..	3	15	3	12	..	..	..	..
Nova Scotia.....	29	478	3	510	19	60	431	86	333	..	3	2	..
New Brunswick.....	9	163	..	172	7	8	157	16	141	..	..	..	..
Quebec.....	120	3,228	22	3,370	78	25	3,267	483	2,763	6	20	11	1
Ontario.....	169	4,132	29	4,330	136	291	3,903	950	2,922	14	18	17	1
Manitoba.....	42	1,087	2	1,131	28	45	1,058	178	878	1	8	2	1
Saskatchewan.....	10	322	..	332	16	6	310	34	276	..	..	1	..
Alberta.....	13	432	..	445	11	9	425	117	308	1	..	1	..
British Columbia.....	85	1,371	11	1,467	44	63	1,360	252	1,095	2	4	6	..
Total.....	479	11,236	67	11,782	339	515	10,928	2,120	8,729	24	53	40	3



APPENDIX XVII  
SUPPLEMENTARY BENEFIT  
REPORT ON CLAIMS BY PROVINCES  
FOR THE MONTH OF MARCH 1950

Claims Received	Total	New- foundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Columbia
Initial for month of March 1950.....	91,790	414	678	4,856	9,889	44,479	15,274	3,812	2,432	2,094	7,862
Renewal for month of March 1950.....	69	.....	.....	4	8	16	12	1	2	8	18
Revised for month of March 1950.....	1,372	7	.....	62	218	435	412	83	56	29	66
Total.....	93,231	421	682	4,922	10,115	44,930	15,698	3,896	2,490	2,131	7,946
Postal Claims (Included above) With the exception of revised claims.	23,916	.....	21	712	3,396	14,245	1,103	548	1,029	1,806	1,056
Disposal	61,209	92	629	3,857	5,523	24,334	12,714	2,993	2,156	1,897	7,014
Allowed.....	555	.....	.....	36	46	120	205	43	40	26	39
Disallowed.....	4,669	.....	11	149	807	2,285	594	372	88	54	309
Benefit rights not established.....	61	.....	.....	.....	4	24	23	8	.....	1	1
Not entitled.....	18	.....	.....	1	1	3	5	5	.....	1	2
Sent to court of referees.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Sent to the Umpire.....	26,719	329	42	879	3,734	18,164	2,157	475	206	152	581
Pending.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	93,231	421	682	4,922	10,115	44,930	15,698	3,896	2,490	2,131	7,946
Gross amount paid in benefit.....	\$895,258	1,338	6,263	50,568	45,922	377,159	188,366	46,005	31,149	27,094	121,394
*Active claims on March 31, 1950											
Males.....	74,141	469	557	3,901	9,481	38,606	10,671	2,370	1,752	1,411	4,923
Females.....	9,411	1	81	511	574	3,263	2,269	649	317	260	1,486
Total.....	83,552	470	638	4,412	10,055	41,869	12,940	3,019	2,069	1,671	6,409

\*Short-time and casual claims are included in this figure.

SUPPLEMENTARY BENEFIT  
 BENEFIT RIGHTS NOT ESTABLISHED AND REASONS FOR DISQUALIFYING CLAIMANTS  
 FOR THE MONTH OF MARCH 1950

Benefit Rights Not Established	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
1. Preceding benefit year terminated prior to March 31, 1949.....	387	...	...	14	13	270	58	4	2	1	25
2. Less than 90 days' contributions since March 31, 1949.....	2,298	...	5	119	87	882	431	357	82	53	282
3. Employed less than 90 days in lumbering or logging, or in lumbering and logging and other insurable employments.....	1,977	...	6	16	707	1,131	101	11	3	...	2
4. Employed less than 90 days since March 31/49 in an employment which became insurable in the past year.....	7	...	...	...	...	2	4	...	1	...	...
Total.....	4,669	...	11	149	807	2,285	594	372	88	54	309
<b>DISQUALIFIED</b>											
Not unemployed.....	90	...	...	4	1	22	31	4	17	6	5
Not capable of work.....	24	...	...	2	...	3	16	...	1	...	2
Not available for work.....	32	...	...	...	...	8	21	2	1	...	...
Not unable to obtain suitable employment.....	...	...	...	...	...	...	...	...	...	...	...
Seasonal employment.....	4	...	...	...	...	2	...	...	...	...	2
Loss of work due to labour dispute.....	2	...	...	...	...	...	2	...	...	...	...
Refusal of offer of work.....	60	...	...	2	3	20	13	4	3	6	9
Neglect of opportunity to work.....	2	...	...	...	...	1	1	...	...	...	...
Failure to carry out written direction.....	1	...	...	...	...	...	...	...	...	...	1
Non-attendance at course of instruction.....	...	...	...	...	...	...	...	...	...	...	...
Employment lost by own misconduct.....	26	...	...	...	...	12	10	1	1	2	...
Voluntarily leaving without just cause.....	232	...	...	13	19	46	87	27	12	11	17
Inmate of prison.....	...	...	...	...	...	...	...	...	...	...	...
Resident outside of Canada.....	...	...	...	...	...	...	...	...	...	...	...
Not made in prescribed manner.....	57	...	...	15	...	6	24	4	5	1	2
Sec. 55 (2) (b) (ii)—Other.....	25	...	...	...	23	...	...	1	...	...	1
Total.....	555	...	...	36	46	120	205	43	40	26	39
Grand Total.....	5,224	...	11	185	853	2,405	799	415	128	80	348

## APPENDIX XIX

## UNEMPLOYMENT ASSISTANCE—NEWFOUNDLAND—FROM APRIL 1, 1949 TO MARCH 31, 1950

## REASONS FOR INELIGIBILITY AND DISQUALIFICATIONS

<i>Ineligibility</i>	<i>Total</i>	<i>Disqualifications</i>	<i>Total</i>
Loss of employment more than six months prior.....	490	Not unemployed.....	81
Less than 30% of working days in insurable employment.....	4,301	Not capable of work.....	103
Average daily earnings less than 90c. or average daily contributions less than 2 cents.....	45	Not available for work.....	99
Application not made in prescribed manner.....	1,479	Not able to obtain suitable employment.....	5
Under 16 years of age.....	51	Seasonal employment.....	8
Persons who have lost their employment outside of Newfoundland.....	54	Loss of work due to labour dispute.....	20
Lost employment prior to April 1, 1949, and did not make application until after September 30, 1949.....	344	Refusal of offer of work.....	8
Has already established one Assistance which has now expired.....	226	Neglect of opportunity to work.....	2
		Failure to carry out written directions.....	..
		Employment lost by misconduct.....	40
		Voluntary leaving without just cause.....	468
		Inmate of prison.....	..
		Resident outside of Canada.....	..
		Not made in prescribed manner.....	46
		Additional conditions Sec. 55 (2) (b) (ii).....	19
<i>Total</i> .....	<i>6,990</i>	<i>Total</i> .....	<i>899</i>

Antedates —Approved..... 710  
 Antedates —Not Approved..... 240  
 Dependency—Not Approved..... 642

CUMULATIVE AMOUNT OF ASSISTANCE PAID (Gross)  
 From April 1, 1949 to March 31, 1950..... \$3,212,125

## COURTS OF REFEREES

Appeals by Claimants	Referrals by Insurance Officers	Heard		With-drawn	Pending
		Allowed	Disallowed		
180	1	10	133	22	16

## Disposal of Applications

	<i>Total</i>
Allowed.....	28,133
Disqualified.....	899
Ineligible.....	6,990
Not entitled.....	839
Appeals to courts of referees.....	180
Sent to Unpire.....	2
Pending.....	5,010
<i>Total</i> .....	<i>42,053</i>

Active Applications \*  
on March 31, 1950.

	<i>Total</i>	<i>Male</i>	<i>Female</i>
Corner Brook.....	2,840	2,823	17
Grand Falls.....	2,053	2,019	34
St. John's.....	9,675	9,392	283
<i>Total</i> .....	<i>14,568</i>	<i>14,234</i>	<i>334</i>



## APPENDIX XX

UNEMPLOYMENT INSURANCE FUND  
BALANCE SHEET  
AS AT MARCH 31, 1950

## ASSETS

Cash on deposit with Receiver General.....	\$	6,478,926.02	
Amount on deposit with chartered banks for benefit warrant settlements.....		795,000.00	
Advances to local offices for payment of benefit by cash.....		2,233,500.00	
Investments:—			
Dominion of Canada bonds—at cost (par value \$563,- 987,500.00).....	\$578,026,967.93		
Deduct: Amortization of premium less accumulation of discount.....	4,420,019.23		
Book Value.....	573,606,948.70		
Accrued interest on investments.....	4,424,174.79		
		578,031,123.49	
		<u>\$587,538,549.51</u>	

## LIABILITIES

Unredeemed benefit warrants.....	\$	1,675,108.10	
Contributions refundable to unlocated persons.....		798.18	
		<u>1,675,906.28</u>	
Deposits:—			
From employers under Bulk Payment Method.....	2,992,324.41		
Advance from Vote 681 — Unemployment Assistance, Newfoundland.....	223,346.30		
		<u>3,215,670.71</u>	
Balance at Credit of the Fund:—			
Balance at March 31, 1949.....	\$529,535,437.38		
Add—Net Revenue for period April 1, 1949 to March 31, 1950.....	53,111,535.14		
		582,646,972.52	
		<u>\$587,538,549.51</u>	

Note:—This balance sheet will not agree with the balance sheet included in the Public Accounts 1949-50, as it includes certain transactions during April 1949 applicable to the fiscal year 1948-49 and does not include certain transactions during April 1950 applicable to the fiscal year 1949-50.

## APPENDIX XXI

UNEMPLOYMENT INSURANCE FUND  
STATEMENT OF REVENUE AND EXPENDITURE  
FOR THE PERIOD APRIL 1, 1949 TO MARCH 31, 1950

## REVENUE

## Contributions:—

## Employers and Employees—

Stamp Method.....	\$ 52,434,153.88
Meter Method.....	14,189,075.34
Bulk Payment Method.....	32,912,252.49
Armed Services.....	4,896,934.23

\$104,432,415.94

Dominion Government.....	20,094,332.20
--------------------------	---------------

124,526,748.14

Fines received.....	17,731.42
---------------------	-----------

## Income from Investments:—

Net interest earned after provision for amortization of premium and accumulation of discount.....	14,260,654.56
--	---------------

Profit on Sale of Securities.....	130,603.15
-----------------------------------	------------

\$138,935,737.27

## EXPENDITURE

## Benefit Payments:—

Ordinary.....	\$ 85,006,136.24
---------------	------------------

## Supplementary—

Classes 1 and 2.....	\$ 738,233.89
Classes 3 and 4.....	79,832.00

818,065.89

85,824,202.13

EXCESS OF REVENUE OVER EXPENDITURE.....	53,111,535.14
---	---------------

\$138,935,737.27





OTTAWA  
Edmond Cloutier, C.M.G., B.A., L.Ph.,  
King's Printer and Controller of Stationery  
1950

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Canada Unemployment  
Insurance Commission  
Report



10

# TENTH ANNUAL REPORT

FISCAL YEAR ENDING MARCH 31, 1951





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**THE SIGN OF SERVICE**



**UNDERSTANDING - INITIATIVE - COURTESY**



CANADA

## UNEMPLOYMENT INSURANCE COMMISSION

June 11th, 1951.

*To the Hon. Milton F. Gregg,*  
MINISTER OF LABOUR.

SIR,

We have the honour to submit herewith for the information of Parliament the tenth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1950 to March 31, 1951, except where otherwise indicated.

The report is prepared in compliance with Section 99 of the Unemployment Insurance Act.

Respectfully submitted.

A handwritten signature in cursive script, reading "J. B. Sinclair".

CHIEF COMMISSIONER,

A handwritten signature in cursive script, reading "R. J. Tallon".

COMMISSIONER,

A handwritten signature in cursive script, reading "C. A. H. Murchison".

COMMISSIONER.



## THE 10th CHAPTER

Unemployment insurance has now become a recognized part of Canada's economic life. Its story opened with the Royal Assent to the Unemployment Insurance Act on August 7, 1940.

The first chapter was one of organization in a period of world conflict.

Subsequent chapters told of National Selective Service, of manpower stringencies, of a fund growing rapidly as a result of full employment.

Others dealt with expanding coverage, increased benefits and contributions, movement of displaced persons, growing public appreciation of the program.

## AND NOW

### CHAPTER 10

10	Unemployment Insurance Fund . . . .	\$664,580,376.79
Y	Paid in Benefit . . . . .	\$343,150,000.89
E	Amount Contributed:	
A	Employers } . . . . .	\$773,530,580.72
R	Employees }	
S	Government . . . . .	\$154,711,472.81

# UNEMPLOYMENT INSURANCE COMMISSION

---

## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1951

### INTRODUCTION

In presenting its annual report covering the fiscal year 1950-1951, the Commission notes that unemployment insurance in Canada is now 10 years old. During a decade in which world events, destructive and constructive, inevitably influenced national, as well as international, planning, policy and procedure, the program has functioned successfully. In a period of widespread disorder and chaotic change it has operated as a stabilizing influence on the Canadian economy. Its employment features have reached out and helped to mitigate, in some degree, results of a global struggle which left millions homeless and destitute.

When considering the development of unemployment insurance in Canada over the decade, full credit should be given to certain factors which, while unconnected with the Commission's organization, were important to the growth and expansion of its program. One of the most important of these was, of course, the resilience of the country. Through the fluctuating tides of war which brought death and destruction to nation after nation; through its aftermath of far-flung ruin and desolation, Canada's economic structure retained its virility. Neither depression nor stagnation intervened and relative prosperity was maintained. Consequently demands upon the unemployment insurance fund were not large in relation to the amount contributed. This enabled the Commission to build up a fund which at the end of the fiscal year now under review amounted to \$664,580,376.79.

Another factor, which the Commission wishes to mention with appreciation and thanks, is the generous assistance received from the public. Employers and workers have, for the most part, co-operated whole-heartedly in the program. Newspapers and radio stations generously contributed time and space to publicizing the plan. The value of unselfish and constant assistance which the Commission received from National, Regional and Local Employment Committees cannot be exaggerated. Busy men and women generously gave time and energy to this work.

Finally, the Commission records again its sincere appreciation of the assistance rendered by a competent, loyal and energetic staff. As the years go by the staff of the Commission gains in efficiency through experience and through meeting the many problems which inevitably arise in a large organization serving the public. The Commission wishes here to express its sincere thanks for the faithful and constant service which has been given by members of the staff from coast to coast.

To condense into the limited space of this annual report an account of the activities of the Commission organization means that inevitably much detail must either be left out or touched on only briefly. The Commission administers a very large organiz-

ation. This organization covers the entire country, with nearly 300 offices, operating in every province. If its activities were confined entirely to Canada the work, covering both employment and insurance fields, would be extensive and complicated. However, as Canada more and more assumes her position of leadership in the international field, the Commission's activities outside the country grow in importance and extent. In the report for the previous fiscal year mention was made of the work that the National Employment Service is doing in respect of placement of male and female displaced persons. That work continues, in close co-operation with the Departments of Labour and Citizenship and Immigration.

During the past year the Commission organization played a major part in a plan to train a number of immigration officers so as to fit them to better perform their duties for the Department of Citizenship and Immigration overseas. The purpose was to give these men a thorough knowledge of Canada and the Canadian economy with particular emphasis on labour supply and demand, occupational information, significant variations in industries and occupations between different parts of the country, and industrial trends.

These officers visited head office, all regional centres and about 50 local offices, as well as actually visiting specified industries in each centre. The Commission organization decided the centres and industries that should be visited, made necessary arrangements, accompanied the officers on the visits in many cases and in addition outlined to each group all the significant facts about the area being visited.

Certain interesting facts stand out in glancing over the records of the fiscal year under review. For instance, in the first week of the present fiscal year Canada was faced with the highest level of unemployment that has been reached in a decade. More than 430,000 persons (male and female in all occupations) seeking work were registered at local offices of the Commission. In considering this, however, it should be remembered that the number available for employment was also greater at this time. This peak of unemployment was surmounted comparatively quickly and the number of registrants dropped rapidly during the fiscal year.

Another outstanding feature of the year was the speedy development on a large scale of certain activities which now provide extensive employment. In this category is the oil industry in Western Canada. Thousands have been engaged in exploration and development, as well as in construction of oil pipe-lines. Again, there is the important Labrador iron ore development, still in an early stage. In both oil and mining fields the Commission's National Employment Service has been extremely active, and has been able to supply the necessary workers.

More and more, and now particularly as the defence program swings into operation, the importance of employing older workers



and workers suffering from physical or mental handicaps, is recognized. During the latter part of the fiscal year, the Commission participated in a conference on rehabilitation of the handicapped which was called by the Minister of Labour in association with the Ministers of National Health and Welfare and Veterans Affairs. It is felt that this conference, which was national in scope and which brought together representatives of all provinces, as well as of interested organizations, will result in constructive steps leading to the rehabilitation of handicapped persons. Incidentally it might be mentioned that more than 10,000 jobs were found for persons with handicaps during the calendar year 1950.

One of the great sources to which the country looks for its workers in a wide variety of fields is the university. The graduating class of 1950 from Canadian universities was the largest in the history of this country. Largely through the activities of the National Employment Service, positions were found for those young men and women requiring them. The work of preparing for the 1951 graduates is well under way as this report is prepared.

Placement of veterans is one of the Commission's activities which receives special attention. During 1950-51 the National Employment Service passed the 1,000,000 mark in jobs filled by veterans. This does not mean that one million veterans were placed, as one veteran may be placed several times. The Service also carried on successfully the very important undertaking of transferring workers from one part of Canada to another as harvesting needs dictated.

The general policy of the Commission in the insurance field has been one of broadening coverage. It was felt that the advantages of unemployment insurance should be enjoyed by as many workers as possible consistent with administrative feasibility. A glance at the record covering the Commission's decade of operation reveals that considerable progress has been made in the line of expanding coverage of the plan.

When the Unemployment Insurance Act became operative 10 years ago a score of industries or occupations were excluded from coverage. During the decade this number has been reduced by nearly one half. In subsequent sections of this report reference is made to the various employments which were originally excluded and are now covered. At this point it is interesting to note that the earnings limit for insurability has been raised by successive steps from \$2,000 to \$4,800 per annum for salaried workers. It has been eliminated entirely for those paid by the hour, day, or piece or mileage rates.

Unemployment insurance plays an important part in the financial protection of veterans of Canada's Special Force. During the fall of 1950 provision was made to enable such veterans to count their service toward the payment of benefit if unemployed after honourable discharge. By arrangement,

contributions on their behalf are being collected from the Department of Veterans Affairs. Benefit will be paid to qualified veterans on discharge.

Appendices to the report give statistics covering payment of benefit, contributions to the fund, and other matters, during the fiscal year under review and also during the 10-year period of operation. Amendments to the Act mentioned in the Commission's ninth annual report reduced the number of rate classifications for contribution and provided for equalizing employer and employee contributions.

Payment of supplementary benefit during the months of January, February and March to certain classes of unemployed workers was provided by Parliament during the session which began in February 1950. This has continued throughout the fiscal year under review, the total amount paid in the present year being \$6,930,439.54.

One of the problems with which the Commission had to contend arose out of the fact that married women, who reported themselves as unemployed but who had really withdrawn from the employment market, claimed benefit. On different occasions the Unemployment Insurance Advisory Committee had commented on the amount of benefit that was paid to married women who apparently were not available for employment. Finally in November 1950 the Commission, under amendment to the Act approved at the 1950 session of Parliament, put into effect regulations which impose additional conditions on claimants who are married women. Speaking generally, the intent of these regulations is to restrict payment of benefit to those who show by their employment history subsequent to marriage that they are still actively interested in obtaining employment.

Certain exemptions from the regulations were made. For instance, a married woman who loses her husband or who must work because of the illness of her husband in order to support herself and her family is exempted. Exemptions also apply to the woman who must become a breadwinner because of desertion or permanent separation from her husband. Also the married woman who is discharged from her employment because of shortage of work or because her employer will not retain married women in his employment is exempted.

The record since these regulations became effective indicates that they were thoroughly justified. A large percentage of married women who found their claims disallowed by the regulations made no further effort to keep alive applications for employment.

The Commission wishes to note here its appreciation of the interest displayed by labour unions in the operation of the Unemployment Insurance Act. This interest is helpful to the Commission, not only from the viewpoint of constructive criticism, but because it reveals the fact that labour recognizes the importance of the legislation and its genuine value to Canadian workers.

## PUBLIC RELATIONS

Progress was recorded in the publicity and public relations field. While the staff engaged in public relations work is small, considering the importance of informing the public respecting amendments to the Act, new regulations, changes in procedure and other matters in both insurance and employment fields, satisfactory results were achieved.

During the month of June 1950, a meeting of the five regional public relations officers was held in Ottawa. This afforded them their first opportunity to exchange views on matters in this field of activity. It also gave the Commission and appropriate members of the head office staff a chance to discuss with these field officers the progress of the work, and relate what is being done at Ottawa with efforts of men engaged in similar work in the regions. As a result of this meeting, closer co-ordination of effort has been achieved. General instructions, applicable in all regions and designed to achieve maximum results while avoiding duplication of effort, have been issued.

## COMMISSION OFFICES

For purposes of administration Canada is divided into five regions. These are administered from regional offices located at Moncton, Montreal, Toronto, Winnipeg and Vancouver. At the close of the fiscal year under review, the Commission was operating 287 offices covering the country from St. John's, Newfoundland to Victoria, B.C.

The following table shows the growth and fluctuation in the number of offices at the close of each fiscal year since operations began.

Year Ending	Regional Offices	District Offices	Local Offices		Agency	Itinerant Offices	Total Offices
			Regular	Branch			
Mar. 31/42.	5	4	109	..	..	..	118
Mar. 31/43.	5	4	195	11	..	..	215
Mar. 31/44.	5	4	194	16	2	..	221
Mar. 31/45.	5	5	191	24	2	62	289
Mar. 31/46.	5	4	191	30	2	68	300
Mar. 31/47.	5	4	187	26	2	93	317
Mar. 31/48.	5	..	189	24	2	60	280
Mar. 31/49.	5	..	178	40	2	70	295
Mar. 31/50.	5	..	181	37	2	71	296
Mar. 31/51.	5	..	181	35	2	64	287

District insurance offices were established to handle unemployment insurance claims in strategic centres some distance from regional offices. This work was absorbed at regional offices in 1947 with a view to achieving centralization for administration purposes and greater uniformity in practice.

Regular local offices are located in the larger cities and towns and serve the public of the surrounding areas. Branch offices have been established at a number of places where business



is concentrated outside an urban centre in which a regular local office is located. Branch offices are under the jurisdiction of regular local offices.

Representatives have been appointed to act as agents for the handling of unemployment insurance matters at two outlying points, which are known as agencies.

Part-time service, given by officers at points some distance from their respective local offices, is classified as itinerant service. For example, service may be provided at an itinerant service office on one day a week only. As a result of more efficient organization it has been found possible to achieve the same results with a lesser number of itinerant service offices.

#### STAFF

The total number of regular employees on the staff of the Commission at the 31st of March 1951 was 7,051, distributed as follows:—

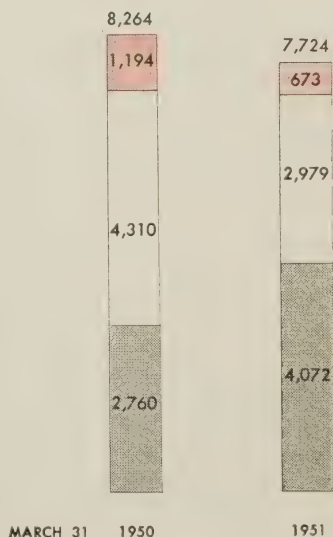
Head Office . . . . .	365
Pacific Region . . . . .	872
Prairie Region . . . . .	1,188
Ontario Region . . . . .	1,966
Quebec Region . . . . .	1,909
Atlantic Region . . . . .	751

In addition, there were 673 casual employees on strength at the same date. These figures show a considerable over-all reduction from the corresponding figures for March 31, 1950, when the Commission had 7,070 regular employees and 1,194 casual employees.

The number of casual employees at March 31 in any year is usually the largest number on strength at any time during the fiscal year, as the annual renewal of unemployment insurance books is in progress at that time. In addition, the seasonal volume of claims for unemployment insurance benefit is still high, previous to a sharp decline in April. In 1950 and 1951 the payment of supplementary benefit also added to the work load in the Commission's offices at the end of the fiscal year.

#### STAFF

CASUAL	
TEMPORARY	
PERMANENT	



## STATISTICS OF STAFF

Following is a table showing the number of staff on strength on March 31st in each year since the Commission came into existence, together with a brief indication of the conditions or activities which affected staff requirements in the fiscal years ending on each of the dates shown:—

March 31st	Perm. and Temp. Staff	Casual Staff	Total Staff	
1941	49	..	49	Preliminary organization period.
1942	1,570	248	1,818	Early period of operation and development.
1943	4,352	347	4,699	Addition of administration of National Selective Service (Civilian) Regulations.
1944	5,572	433	6,005	Expansion of unemployment insurance and employment services.
1945	6,459	425	6 884	
1946	8,275	1,621	9,896	Counselling and placement of veterans, expansion of general services, and gradual transition from wartime regulations and procedures to those of the post-war period.
1947	8,500	494	8,994	
1948	7,133	414	7,547	General reduction of staff, by rearrangement of duties and changes in procedures. (Reduction made mainly through non-replacement of employees who terminated their services.)
1949	6,926	807	7,733	
1950	7,070	1,194	8,264	General expansion of services, and the staffing of three offices in Newfoundland.
1951	7,051	673	7,724	Further expansion of services, combined with a reduction in staff.

## CURRENT REDUCTION IN STAFF

While the Commission has, in the closing weeks of the fiscal year 1950-51, proceeded along the lines indicated by the Cabinet in order to make substantial reductions in cost of operation for the fiscal year 1951-52, results of this retrenchment will not become evident until after the 31st of March 1951, and consequently are not reflected in this report.

## STAFF TURNOVER

During the war years, staff turnover was about 30 per cent per annum. This rate of turnover continued until the end of March 1947, after which time the Commission's permanency program and the general stabilization of employment following the rehabilitation period reduced the annual rate to 12.5 per cent. Staff turnover for the fiscal year which ended March 31, 1951, was 12.2 per cent, compared with 11.17 per cent for the previous fiscal year.

**PERMANENCY PROGRAM**

Beginning operations in 1941, the Commission engaged much of its staff during the war and immediate post-war periods, when permanency was restricted. Apart from a nucleus of permanent employees who were promoted or transferred from other departments when the Commission was being organized, most of the Commission's employees were of temporary status. In 1946 and 1947 numerous open competitions were held in order to give the veterans of World War II and others an opportunity to qualify for permanent appointment, veterans being given preference. When it was considered that all returned veterans had had an opportunity to qualify, the Commission's permanency program was begun, with the results shown below:—

March 31st	Percentage of Staff with Status of Permanency
1946	6.4
1947	9.0
1948	11.9
1949	26.4
1950	39.0
1951	57.8

**PROMOTIONAL COMPETITIONS**

Following the very considerable increase in permanent staff, the process of promotional competition wherever possible has now become the policy of this Commission. This has resulted in a definite increase in satisfaction to the whole organization.

**STAFF TRAINING**

As in previous years the objective has been continuous development of efficiency of personnel at all levels through the medium of planned training. With this in view the head office division has continued to develop staff training studies. Regional officers have implemented schedules of periodic visits to local offices in an endeavour to achieve increased staff efficiency and to assist in development of tutorial skill in supervisors.

Studies were prepared with a view to quick appreciation by the staff of the new insurance procedures which came into effect during the year. Schools were conducted at strategic points for the same purpose. Training material on other phases of insurance work was also provided to all offices.

Not only were all supervisors assisted personally in the development of latent ability to teach, but each was given a study on the elements of training. The essentials of supervision were reviewed throughout the year by regional training officers.



### CORRESPONDENCE COURSE SUCCESSFUL

Correspondence course No. 2, outlining the principles of the Unemployment Insurance Act, was presented early in 1950 and is still in progress. This study has been well received, total registration being over 5,000 from all levels in the Commission organization. The marking and handling of assignments have taken a great deal of time, but replies to a questionnaire on the subject ensure that this was well spent.

A major development in training was a seven weeks' course in counselling by the University of Toronto, in Toronto, for 20 employees selected by the Commission from regional and local office staffs. This has proved to be a most significant training endeavour which has established the basis for close liaison between the Commission and universities. Both are vitally concerned with the field of social security. One of the subjects discussed at the course in Toronto covered the principles and techniques of interviewing. This material is now being prepared for general study by all personnel responsible for interviewing.

### CONSISTENT IMPROVEMENT

The inspection division has carried on its primary function of ensuring that local office performance conforms with prescribed procedure. It is gratifying to the Commission to note the consistent and continuing improvement in local office operations. These are now considered to have reached a degree of efficiency which necessitates only one general inspection per year of each office, with concentration of assistance otherwise in supervisory visits where they are most required.

### INSPECTIONS IN YEAR

During the fiscal year, 370 inspections have been conducted in local offices of all grades, and all regional and local offices have been visited at least once. The inspection program has been implemented despite the fact that many special assignments have had to be carried out. Notable among these were time-studies of certain phases of local office operation in connection with development of the basic staffing formula; and assessment of staff requirements in local offices in all regions, which has occupied a great deal of the time of supervising inspectors and travelling supervisors. The latter have also substituted for local office managers as required, served on Civil Service Commission oral examination boards, investigated complaints, and assisted with problems in local offices arising from such circumstances as mass lay-offs in industry and conflagrations. At head office there has been constant review of the local office inspection reports completed by regional staff. Inspection operations as a whole have been surveyed with a view to greater efficiency and economy.

### PLANNING AND METHODS

In the fiscal year this division continued its regular operations in the review of instructional material issued by the Com-

mission, the control of its distribution to the field, the provision of premises lay-outs, and the review of suggestions from members of the staff. More than 335 circulars, manual revisions and other items of instruction were cleared and distributed; 123 lay-out designs for new or renovated premises were provided; and 350 suggestions for improvement of operational procedures submitted by members of the Commission's staff were reviewed.

Collection and study of data for the establishment of administrative standards was continued. Time studies of certain phases of local office operations were completed, and the data was analysed in further refinement of the basic staffing formula previously developed by the division. Surveys of equipment and procedure were conducted, and standards were developed for items of equipment and supply.

#### PREMISES

The majority of offices are located in rented premises. The amount paid in rental charges in the year under review, excluding building services, was \$1,057,663.56. In 1941, when the Commission commenced operations, annual rental charges were \$184,800. Larger premises are occupied now and they are located in better buildings; 45 offices were moved into more suitable and commodious quarters in the past fiscal year. It is expected that, in the year 1951, many more offices will be moved to new locations. It is gratifying to report that the appearance of offices has greatly improved, and that furniture and equipment is now modern and standardized.

#### APPEALS TO UMPIRE

The Honourable Mr. Justice Alfred Savard has completed almost two years of his tenure as Umpire. During the fiscal year ending March 31, 1951, he disposed of 110 appeals. Several involved and controversial questions were dealt with, and an unusual number of oral hearings were granted in order that the interested parties, personally, through counsel or by union representation, might have ample opportunity to present their cases.

Many of the decisions handed down were of great importance with far-reaching effects. Hundreds of claims hinged on single decisions which were test cases and applicable to other appellants.

#### PROTECTIVE MEASURES

During the fiscal year 1950-51 the legal branch of the Commission continued its program of vigilance in enforcement of the Act and Regulations, and introduced further protective measures to safeguard the Unemployment Insurance Fund.

In November 1950 a revised benefit fraud-reporting procedure was inaugurated. It was designed to reduce the work required in local offices of the Commission when it appeared that benefit might have been obtained wrongfully or that an attempt

had been made to do so as a result of false statement or false representation of a material fact. The procedure also provided district investigators of the legal branch with a more efficient means of conducting and reporting upon investigations requested by local offices and also spot check investigations carried out on their own initiative.

#### PERSISTENT INVESTIGATION NECESSARY

Experience has shown that fraudulent claims for unemployment insurance benefit can only be controlled by persistent investigation. Therefore, to enable district investigators to increase the volume of their spot check investigations and interview a greater number of claimants, territories serviced by investigators were reduced in size. The field enforcement staff was increased in certain regions.

In the interests of uniformity, records used by district investigators, regional legal officers and the legal branch at head office to enter information in respect of investigations and prosecutions were revised. The new records and accompanying reports have provided more complete statistical data. They enable the Legal Adviser to exercise a closer review upon the work of the field enforcement staff.

Amendments to The Unemployment Insurance Commission Regulations and Special Orders were drafted by the legal branch.

The Reinstatement in Civil Employment Act is administered through local offices of the Commission. Contentious cases are reviewed by the Legal Adviser, and, with the extension of this legislation to members of the Special Force, an increased number of these cases were received.

#### INCREASED NUMBER OF INVESTIGATIONS

During the fiscal year 1950-51, a total of 24,012 investigations of claimants was conducted by district investigators as compared with 22,834 for the fiscal year 1949-50. This represents an increase of 5 per cent. These investigations embrace routine spot checks of postal and counter claimants to verify the fulfilment of the statutory conditions, as well as investigations of claimants believed to be receiving benefit fraudulently.

Appendix III of this report gives a statistical summary for the fiscal year 1950-51 of criminal proceedings instituted by the Commission against employers for various infractions of the Act, and against claimants who made false statements or misrepresentations to obtain benefit to which they were not entitled. A comparison of the figures for the current fiscal year with those of 1949-50 reveals a decided increase in the number of prosecutions undertaken.

## PROSECUTIONS UNDERTAKEN

In the fiscal year 1949-50, 270 prosecutions were undertaken against employers for failure to pay contributions whereas in the fiscal year 1950-51 there were 487 prosecutions for this offence, or an increase of 80 per cent. There was also an appreciable increase in the number of prosecutions against claimants. Of this type 751 prosecutions were undertaken during 1949-50 whereas 1,073 were commenced during 1950-51, an increase of approximately 43 per cent over the previous year.

In the overall picture 1,661 prosecutions of all types were commenced, 1,551 convictions were registered, 10 actions were dismissed and 88 cases were not proceeded with. It is worthy of note that the percentage of acquittals in 1,649 cases heard in court was less than 1 per cent. Out of 674 prosecutions of employers only two acquittals were registered (being 0.29 per cent) and out of 975 prosecutions of claimants only eight acquittals were registered (being 0.82 per cent). On March 31, 1951, 378 cases were awaiting hearings in the various courts across the country.

## ADMINISTRATION COSTS

Increased costs were reflected in the overall expenditure necessary for operating unemployment insurance in Canada during the fiscal year 1950-51. The cost of administering unemployment insurance in the previous year was \$20,385,981.70. Expenditure during the fiscal year just ended amounted to \$21,904,809.68. Consequently there was an increase of \$1,518,827.98.

Increased salaries were a factor in adding to administration costs. Increases were, however, general throughout the Civil Service, and consequently this additional obligation was to be expected.

As mentioned in the annual report for the fiscal year ending March 31, 1950, the Commission operates the National Employment Service which functions throughout Canada. Without charge to employer or employee this service continues from day to day to do everything possible to obtain suitable employees for vacancies notified by employers. In making its report the Commission cannot place a monetary value on the services which it thus performs. A reading of the report will show that they are very extensive. Unquestionably the National Employment Service is of tremendous value to Canada's economy. The unemployment insurance program could not be operated successfully without such a service. It must be remembered, however, in considering costs of administration, that operation of the National Employment Service involves expenditure of a considerable amount of money. This essential service must be paid for and its operation adds appreciably to administration costs.



### OFFICE SERVICES

A program of improvement and standardization of all office services throughout the Commission organization was followed up. With the exception of items required for immediate local use, all supply services previously maintained at head office were transferred to a new stores depot located in Hull, Quebec, under a reorganization designed to render a better service to field offices.

In accordance with the Commission's decision to adopt the Standard Classification of Industry, which has been developed by the Dominion Bureau of Statistics to meet the needs of government departments, the employers' index has commenced the work of changing existing records to the new system. The employers' index is a record of all employers who have insurable employees. The change will result in the unification of the two different systems now being used by the insurance and employment branches. It will also afford greater comparability of statistics of Commission operations with statistics from other government services. By adoption of the Standard Classification the Commission will be enabled, through its registration of employers, to supply valuable information to other government departments, provincial and federal, respecting establishment of new businesses.

With appointment of a new supervisor and assistant supervisor, the stenographic pool was further reorganized along more economical lines. An improved production control was instituted, and trials of various makes of dictating equipment are in progress.

The Commission library continued a program of augmenting its catalogue of reference text books and other publications, a development which was reflected in increased requests from all levels of Commission offices.

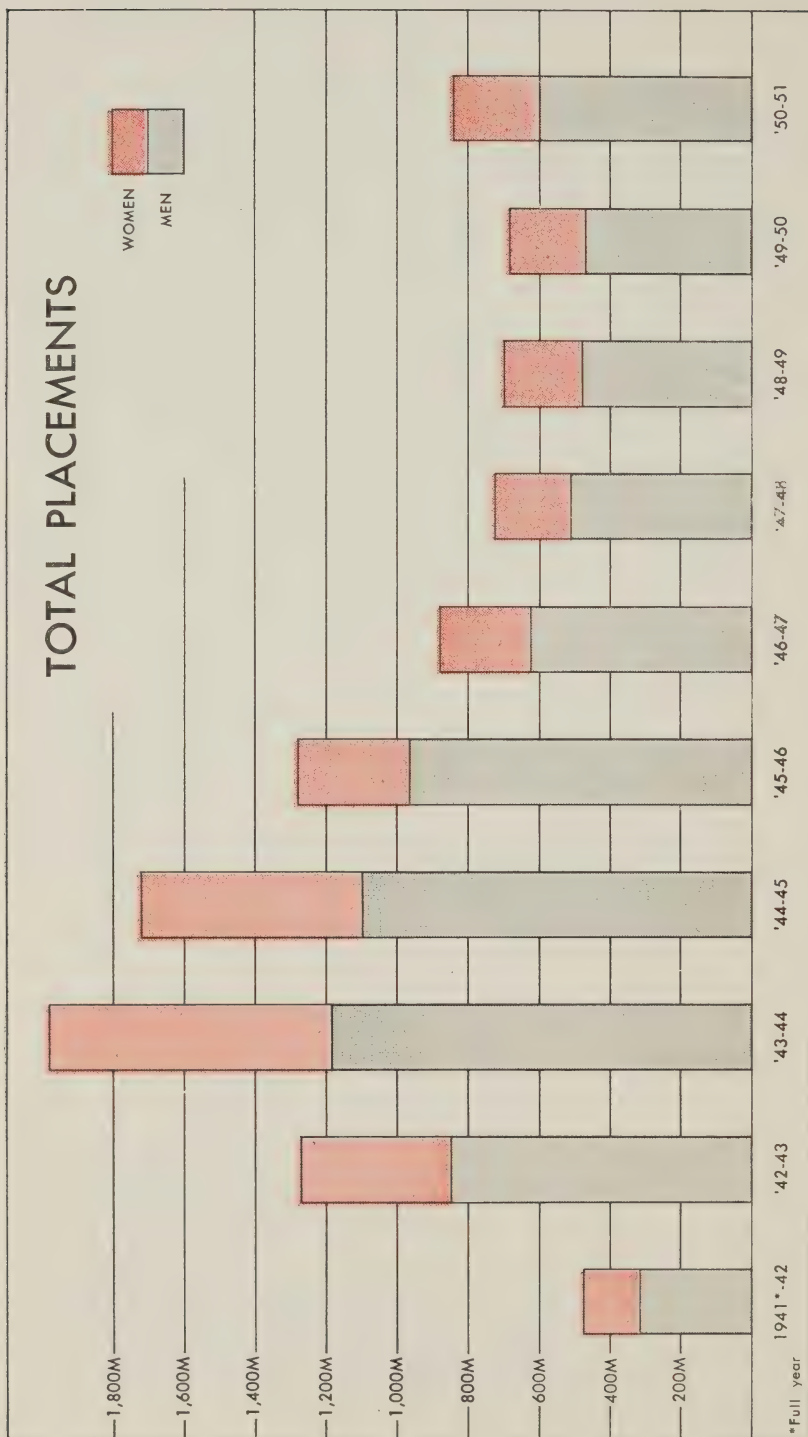
Under a new budgetary control, the accounts division instituted a system designed to co-ordinate, and reduce, travelling expenses.

## EMPLOYMENT

### GENERAL INDUSTRIES

The 12-month period under review was marked by wide fluctuations in the Canadian labour market. Manufacturing industries, however, were less affected than other segments of the economy. On the whole their employment levels were well maintained.

The first week of the fiscal year witnessed the highest peak of unemployment in Canada in 10 years, when a total of 434,600 persons (male and female in all occupations) seeking work were registered at local offices of the National Employment Service. However, the number of persons in manufacturing employments



was greater at this time than in the previous year, payrolls of manufacturing establishments, as reported by the Dominion Bureau of Statistics, having risen from 1,171,000 in March 1949 to 1,186,000 in March 1950.

#### SKILLED WORKERS IN DEMAND

While it is true that, by and large, manufacturing concerns had completed their post-war expansion by the spring of 1950 and that under the impact of unseasonal weather conditions at home and uncertain markets abroad, production had been curtailed by Canadian producers in some lines, a strong demand for skilled workers continued in most fields.

With the outbreak of hostilities in Korea and the development in other parts of Asia and in Europe of international tension, the demand for experienced tradesmen, under the influence of defence preparations, was intensified in many lines, and the National Employment Service found itself unable to satisfy all of employers' needs for trained hands. Such skills as tool and die-makers, machinists, moulders, pattern-makers, aircraft mechanics in all categories, and textile workers, required for production of defence materials, were scarce and in heavy demand. At the same time production of civilian goods was seriously handicapped by the need for experienced employees. Cabinet-makers, furniture-polishers and other craftsmen in wood, upholsterers, printing tradesmen, stationary engineers and automobile engine and body mechanics were among the skilled occupations in very short supply.

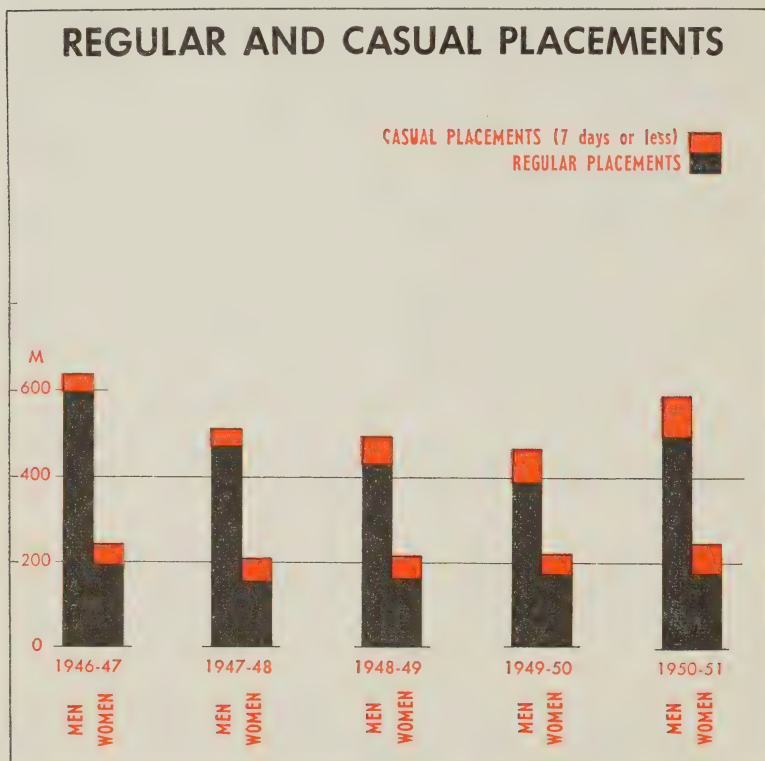
#### PROGRAM EXPANDED

In the previous report reference was made to the inauguration of a program of employer relations field activities by head office and regional employment officers. This program, which entails the surveying of hiring activities and work force needs of manufacturing establishments in all lines, was expanded and continued. Through contacts with employers, and by study of hiring and employment policies and practices, much information has been gathered leading to the strengthening and refinement of local office registration and selection processes and techniques. While the results of this project cannot be measured statistically, there is an abundance of evidence to support the view that it has resulted in improvements in the service to employer and worker patrons of the National Employment Service. The work is continuing.

#### EXTRA WORKERS FOR CHRISTMAS

In the 1949 Christmas season the Post Office Department, for the first time, made use of the local offices of the National Employment Service on a country-wide scale for recruitment of extra workers required by post offices in the holiday season. The recruitment procedure proved highly successful and the program was repeated in 1950. Under the plan worked out in Ottawa with the Post Office Department, National Employment

Offices in all regions participated in the recruitment project. Applicants qualified by Civil Service Commission test and persons with previous experience in post office work were considered before applicants without such qualifications, and in all cases men and women entitled to veteran preference were selected ahead of non-veterans. The program was again of great assistance to the Post Office Department and resulted in the placement of more than 20,400 persons in temporary employment.



#### TRANSPORTATION AND COMMUNICATION

Early in the year the number of unemployed in the transportation and communications industries exceeded that of the previous year owing to lack of alternative employment in the slack season. Navigation began rather late on the Great Lakes and there was no difficulty in finding men to man ships.

Shortage of coal cars during the railway strike between August 22 and August 30 forced the lay-off of 8,000 miners in Nova Scotia and Alberta and 3,700 men were laid off in the Sudbury nickel mine area due to the lack of freight cars. It was estimated that more than 23,000 non-railway workers were laid off as a direct result of the railway strike.



## CONDITIONS IN CONSTRUCTION FIELD

At the end of March the construction industry was only partially active and many construction workers were still unemployed. Lack of building materials caused temporary lay-offs in several provinces. Amongst the most important materials in short supply were steel, cement, plastering material and brick.

In spite of the existence of unfavourable weather conditions, especially in the Winnipeg area, the heavy program of construction reaching its seasonal peak gave employment to larger numbers of men than usual in the quarrying of cement rock, limestone, sand and gravel.

Quebec regional and local offices assisted in supplying labour for the preliminary work involved in the survey and preparation of dock facilities for the iron ore railway company and the construction of transportation and shipping facilities between Seven Islands, Quebec, and Burnt Creek, Labrador.

The National Employment Service participation in the construction of the oil pipe-line across the Prairies, referred to in the Commission's ninth annual report, continued in the year under review. Close to 1,250 men were employed for several months on this operation.

## MINING INDUSTRY STRONG

The mining industry continued strong following its expansion in 1949. Stability of employment in the western coal mining group was improved by the signing of new collective bargaining agreements affecting 5,000 miners. Subsequent to the extended strike in the asbestos mining industry in Quebec in 1949, a new agreement was reached in January. Employment in mining had increased about 1 per cent at the end of March, and the wage rates continue to show a slight upward trend. Coal mining activity remained at a high level throughout the year. Labour demand was not particularly strong as employment has become more stable.

The serious economic situation due to lay-offs in the iron ore mines in Newfoundland resulted in a Federal Government decision to transfer 125 of these miners to central Canada for employment in hard rock mines. This movement was, in general, successful.

Shortage of employment in the iron ore mines in Newfoundland early in the year changed rapidly to maximum employment in late summer. Bell Island employment moved towards peak production in an effort to fill an order for a million tons of iron ore before the end of the year.

In June an aggressive oil exploration activity got underway. It was estimated that 3,000 persons were working with geological surface crews, geophysical parties, with another 3,800 operating drilling rigs.

### REPORTING SYSTEM

It will be recalled that during the war the Commission administered National Selective Service regulations which involved a measure of "direction" or enforcement of employment in some industries. Subsequent to the cancellation of these regulations, the relations between the National Employment Service and employers and applicants has been on a voluntary basis. Notification of vacancies to NES by employers is now obtained initially by solicitation, and retained by subsequent good service. The inauguration of a reporting system provides information on the total number of hirings by the more important employers and the number of these vacancies filled through NES. It is the endeavour of the National Employment Service to obtain notification of every vacancy and to fill every vacancy notified. These employer reports show where there has been success and where failure. The service to the employers in the latter category is then carefully reviewed and steps are taken to overcome the obstacles that prevent full NES participation in the employers' hiring practice.

### PRIMARY INDUSTRIES

A marked change took place over the 12 months in the demand for primary industries labour, particularly farm workers and bush workers. At the end of March 1950, a substantial surplus of workers was seeking employment in the primary industries. Most of this surplus was attributable to some contraction in woods operations and the general seasonal slowing down of other industries.

In the Atlantic region during the winter of 1950, woods workers were seriously affected by the loss of European markets for pit props. This industry had become a fairly important source of employment to a large number of rural workers. At the same time there was a marked decrease in the requirement for Canadian bush workers for employment in New England camps. Whereas between 6,000 to 8,000 Canadians had been employed in New England logging camps during previous cutting seasons, the number employed at the beginning of April 1950 had decreased to less than 100 men.

With the opening of spring there was a marked strengthening of demand for workers for all primary industries. This demand continued to expand throughout the summer. Primary industries had to meet strong competition from other employers. This situation was particularly felt in agriculture which usually has difficulty in obtaining an adequate supply of suitably qualified workers when labour generally is in short supply relative to demand. Logging operators also have difficulty in recruiting labour for summer cutting if alternative employment with preferred working conditions is available. A number of logging operators in Ontario and other eastern areas were unable to obtain full crews to carry out planned summer operations.

The shortage of farm labour was met by movement of workers within Canada and entrance to Canada of displaced persons and other immigrants. Movements of farm workers for short-season employment were carried out under Dominion-provincial agreements whereby the Dominion shares the cost of such movements equally with the provincial governments assisted.

The shortage of farm workers, particularly in Ontario, became evident in the early spring of 1950 and measures were taken to relieve it by the transfer of 333 Newfoundlanders, selected by NES officers as suitable for farm work, to Ontario and Quebec. Ontario was further assisted by the placing of over 1,500 newly-arrived displaced persons on farms. Shortage of farm workers which became evident in Quebec by June was relieved by immigration to Canada of Italian farm workers and general labourers. Approximately 400 of these Italians were placed in farm work in Quebec between July and October.

A shortage of workers for the lumber camps became apparent by early October and steps were taken to augment the supply by transfer of approximately 350 Newfoundlanders to camps in Ontario. These workers received transportation at government expense. Further assistance to the logging industry was given by the movement to Canada between October 1950 and March 31, 1951, of approximately 1,500 displaced persons for woods work.

In addition to the transfer of Newfoundland workers to other provinces and the movement of displaced persons and other immigrants to Canada for one year or longer employment, seasonal shortages in agriculture were relieved by interprovincial and intraprovincial movements of farm workers under Dominion-provincial Farm Labour agreements. Special low-rate fares were provided by the railways for workers moving from the Maritimes and Prairie Provinces to Ontario, and for the harvest movement from Ontario and Quebec to the Prairies. The principal movements which took place in 1950, with the number of workers (round figures) participating, were as follows:—

Ontario hay and grain harvesting	— Prairie Provinces and Maritimes to Ontario.....	1,250
Prairie grain harvest	— Ontario and Quebec to Prairies	2,200
New Brunswick potato harvest	— From points in N.B. to Woodstock, N.B.....	140
P.E.I. potato harvest	— From N.S. and N.B. to P.E.I..	675
Quebec beet blocking	— St. Georges to St. Hilaire, Que..	1,000
Quebec beet harvest	— St. Georges to St. Hilaire, Que..	200
N.S. apple harvest	— From points in N.S. to Annapolis Valley.....	125
P.E.I. hay harvest	— N.S. to P.E.I.....	50
Beet workers	— Saskatchewan to Manitoba (treaty Indians).....	25
Potato pickers	— From Quebec and New Brunswick to Aroostook County, Maine.	2,210

In addition to the above-mentioned workers participating in organized movements, NES recruited and placed large numbers

of local workers on farms for permanent work or for short-season employment. Total farm placements during the year amounted to approximately 40,000.

The United States and Canada have for a number of years arranged an international exchange of farm labour mutually beneficial to both countries. The organized movements which took place during the year were as follows:—

Potato pickers	— From Manitoba to North Dakota	369
	(only women participated due to shortage of farm workers in Manitoba)	
Tobacco harvesters	— From Southern States:—	
	to Ontario.....	1,532
	to Quebec.....	41

The number of recorded workers participating in organized interprovincial and intraprovincial movements does not completely reflect their extent. Many workers moved on their own volition as a result of publicity sponsored by NES and others to advise workers of available employment. Workers were drawn to the fruit picking areas of British Columbia in large numbers through publicity. It is estimated that upwards of 1,000 workers moved on their own initiative to the Prairie Provinces, mostly from eastern Canada, as a result of broad publicity. A substantial number of workers moved unassisted to P.E.I. for potato picking.

#### WOMEN FROM DISPLACED PERSONS CAMPS

From October 1, 1947, until April 1, 1950, over 11,000 women and girls from displaced persons camps of Europe had entered Canada and been placed in domestic employment in private homes, hospitals and similar institutions, by the Women's Division. During the following year approximately 1,200 more arrived to help alleviate the continued shortage of workers in the service occupations; but as the year advanced it became evident that the number of such European women available and suitable for entry to Canada was becoming increasingly limited.

#### SPECIAL PROBLEM CASES

As in previous years since 1947, when the displaced persons domestic scheme was inaugurated, the need of former displaced persons for special assistance on health and social welfare problems continued. During the fiscal year under review approximately 600 special problem cases were dealt with by the women's staff. A record of all such cases has been maintained since the arrival of the first group of female displaced persons in Canada. This has been summarized in the form of semi-annual surveys of all types of special problems, thus providing various data in regard to the rehabilitation and settlement of European women in Canada.

#### GENERAL IMMIGRATION WORK

Generally, throughout the year, immigration matters demanded considerable time on the part of the women's staff in all offices of the Commission. Many letters were received from prospective women immigrants asking for information about



employment conditions in Canada. These letters and the requisite investigation for potential job opportunities were dealt with by the women's staff, which, in a number of instances, also completed placement arrangements when the immigrant finally arrived in Canada. Close liaison was maintained with Canadian immigration officials in this work.

The women's staff also contributed officers for special assignments in connection with reception, allocation and despatch of the new arrivals to their destinations in many parts of Canada. This work was done either at port of entry or at one of the two hostels maintained by the Department of Labour at St. Paul l'Hermite, Quebec, and Ajax, Ontario.

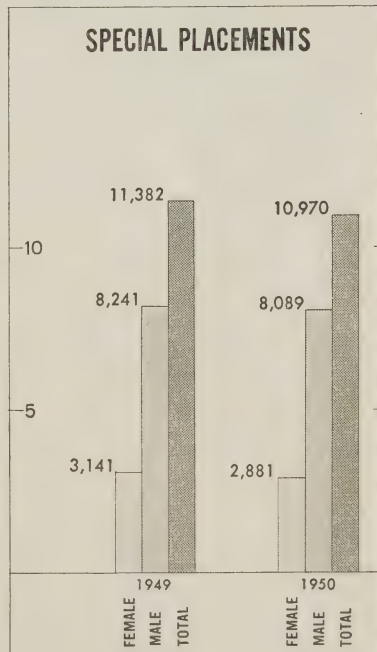
#### INCREASE OF WOMEN IN LABOUR MARKET

During 1950 there was a steady increase in the number of female applicants registered at local offices of the Commission for whom it was not possible to find suitable employment. It is believed that the increase was due, in part at least, to the rising cost of living in Canada and the necessity for married women to seek employment in order to augment the family income. However, notwithstanding a steady demand from employers for stenographers and typists, many women registered in these occupations could not be referred to employers because they were married and no longer in the lower-age brackets.

#### PLACEMENT OF HANDICAPPED

During the calendar year 1950, 10,970 jobs were found for persons with handicaps of various types. Of this number 8,089 were for men and 2,881 for women.

The attitude of the employer towards handicapped persons is largely determined by the suitability or otherwise of the handicapped worker. Care is therefore taken to select the right worker for the job available. When there are no suitable openings, the special placements representative tries to promote employment for the handicapped by various means, rather than depend on orders within the office itself. Special placements officers must, accordingly, be able, on



the one hand to assess requirements of the employer, and, on the other, to determine the ability, aptitude and preferences of the worker. This takes time, but it is part of the specialized service that is provided to persons with handicaps.

### QUALITY RATHER THAN QUANTITY

While statistics are important and necessary, the stress in special placements throughout has been on the quality of placement work rather than quantity. This means individual attention and study to each case, proper counselling, effective placement work and follow-up after the person has been settled in a job. One of the most effective means of aiding the handicapped is through the use of existing training facilities. There are many instances on record where, through the integrated efforts of the provincial authorities, Canadian vocational training, a joint undertaking of the federal and provincial governments, and the special placements division, handicapped persons have been provided with training. This has resulted in their obtaining permanent employment, which otherwise they would never have obtained.

Efforts to interest Local Employment Committees of the Commission in the various problems of the handicapped in their community are being continued with a fair measure of success. It is recognized as of first importance that the support of labour, industry, welfare and other groups in the community should be sought. This tends towards a more complete understanding of what special placements is attempting to do. It is also the best method of making the most effective use of all agencies in that area working on behalf of the handicapped. There is no doubt that the special placements program for the handicapped would be much more effective if complete rehabilitation facilities were available to all who need such assistance. This is something to which attention is currently being given, following the holding of the first National Conference on Rehabilitation.

### CO-OPERATION WITH OUTSIDE AGENCIES

During the year, satisfactory working relationships with the Department of Veterans Affairs, national associations and agencies representing the handicapped, welfare organizations and others, have continued. The relations with the Penitentiary Commission are likewise excellent, and placement help for ex-prisoners has been developed to the point that a uniform procedure has now been established in all regions.

### VOCATIONAL GUIDANCE

An increasing number of communities have availed themselves of the services of special placements officers in planning a vocational guidance program for community youth. While it is realized that vocational guidance is a continuing process, the responsibility for which must be shared by educational authorities, employers, organized labour, and, in fact, all youth-serving

agencies, the National Employment Service has an important part to play in co-ordinating the work of all the interested groups, and particularly in the actual task of placing young people in employment.

In the field of guidance, several officers of the special placements division hold executive positions with the National Vocational Guidance Association of the United States and Canada, and the Canadian provincial chapters affiliated with this organization.

#### REFERRAL TO VOCATIONAL TRAINING

During the year more than 1,400 men and women have been referred to vocational training courses designed to assist in their entry or re-entry into gainful employment. The majority of this group have been receiving unemployment insurance benefit and continue to do so while in attendance at the courses of training.

#### FAVOURABLE PUBLICITY

Activities of the Unemployment Insurance Commission in the field of special placements have received a great deal of favourable publicity during the past 12 months. Placement of the physically handicapped, efforts on behalf of entry applicants, and assistance given by the National Employment Service to ex-inmates of reform institutions all make good material for newspaper and magazine articles and radio broadcasts. As a result the work of special placements units has been described in feature articles appearing in several publications which circulate widely. In addition, two national broadcast series have dealt directly or indirectly with activities specifically related to placement of the handicapped. Additional nationwide publicity resulted from prominence given in the press to the National Conference on Rehabilitation held in Toronto during the first week of February, 1951. Emphasis is placed on the publicity feature of special placements work to point up the necessity of continuing to hold the goodwill of employers and applicants alike towards the entire National Employment Service of the Commission.

#### PLACEMENTS OF HANDICAPPED (CANADA) 1945 TO 1950 INCLUSIVE

Year	Total Male	Male Veterans	Total Female	Female Veterans	Total Male & Female
1945.....	12,817	2,996	3,818	135	16,635
1946.....	10,732	6,118	3,518	218	14,250
1947.....	11,545	7,620	3,299	218	14,844
1948.....	10,422	6,037	3,228	96	13,650
1949.....	8,241	4,021	3,141	79	11,382
1950.....	8,089	2,913	2,881	47	10,970
Total Placements.....	61,846	29,705	19,885	793	81,731

PLACEMENTS OF HANDICAPPED (CANADA)  
DURING 1950

1950	Total Male	Male Veterans	Total Female	Female Veterans	Total Male & Female
January.....	301	164	144	3	445
February.....	290	139	187	2	477
March.....	404	153	200	6	604
April.....	574	198	205	5	779
May.....	751	248	256	6	1,007
June.....	891	341	234	2	1,125
July.....	787	278	251	2	1,038
August.....	692	266	198	3	890
September.....	820	265	287	4	1,107
October.....	899	296	310	5	1,209
November.....	861	273	219	7	1,180
December.....	819	292	290	2	1,109
Total Placements During 1950.....	8,089	2,913	2,881	47	10,970

EXECUTIVE AND PROFESSIONAL

The work of this division has continued to expand. Comparisons cannot be made over the whole 10 years of the Commission's operations because the division has only been in existence a little over half of that period. However, the number of placements made during the past year has been three times those of the first year of operation. This gratifying result has been obtained with no increase in staff. The improvement in results is due to increase of efficiency through experience, and increased knowledge by the public of the service available.

Activities on behalf of university students continue to be one of the most important functions of this division. The graduating class of 1950, the largest in history, was successfully dealt with. This year's campaign is now under way and indications point to successful placement of all students seeking employment.

Many persons in the United Kingdom and other countries, interested in building professional careers for themselves in Canada, were assisted by correspondence and later placed after arrival in this country.

During the latter part of the year, a great deal of work was done toward obtaining suitable personnel for the program of technical assistance to underdeveloped countries, both the Colombo Plan and the UN Program.

Throughout the year, continued efforts were made to increase general knowledge of the division by publicity. This publicity was obtained by articles in newspapers and magazines, radio talks, and addresses to boards of trade, service clubs, professional societies and other interested groups.



## VETERANS

During the fiscal year under review, the work for veterans continued on much the same level as that of the previous year. The permanent organization designed to give maximum service to veterans, with the minimum number of staff, adopted when the intense activities required of the veterans division in the years immediately following cessation of hostilities dropped off, has worked out satisfactorily. It has proved to be flexible enough to take care of any fluctuations in volume so far experienced.

The work performed by NES veterans officers in their capacity as agents for the Department of Veterans Affairs, in areas where that department is not otherwise represented, was fairly constant during the year. This work is often closely related to unemployment problems, and emphasis has been placed on the importance of suitable employment in the field of rehabilitation. Placements of veterans increased during the year, and 1950 also saw the one million mark passed in jobs filled by veterans through NES since the inception of this service. This does not mean that one million veterans were placed, as one veteran may be placed several times.

## WORKING AGREEMENT

As a means of giving better service to veterans, particularly those situated in the more remote areas, NES became a partner in a working agreement with the Department of Veterans Affairs and the Canadian Legion of the British Empire Service League whereby the two government departments and the Canadian Legion co-operate in providing, according to their ability within their respective spheres and to their propinquity, whatever assistance best meets the needs of the veteran in question. Each partner in the agreement also calls attention of either or both of the others to any cases which seem to need a service not provided by that organization or department.

## SERVICE TO SPECIAL FORCE

The creation of the Special Force for service with the United Nations has revived certain features of the last world war rehabilitation measures. These include reinstatement in civilian employment, the payment, under certain conditions, of unemployment insurance immediately following discharge and the extension of veteran's preference to veterans of this force. A number of men whose service with this force has been terminated for various reasons have already received from NES offices assistance in the matter of reinstatement, counselling in regard to benefits to which they are entitled and assistance in finding employment.

Close co-operation was maintained with the Department of Veterans Affairs. Similar co-operation with the Department of National Defence in regard to service to be provided for ex-members of the armed forces is now being built up. It is anticipated that an increase in the Canadian armed services will have a corresponding effect on the activities of the veterans division.

### ANALYSIS AND DEVELOPMENT

In 1946 the Commission, recognizing the need for the development of better employment work aids, set up a division of the National Employment Service now known as the analysis and development division. Since its inception it has been concerned with development of aids to selection and placement, such as oral trade questions, job analysis, job specifications, occupational and industrial coding; and also in devising techniques for preparation and collection of labour market information.

### LOCAL OFFICE AREA DESCRIPTIONS

Towards the end of the last fiscal year an undertaking was entered upon involving a complete description of each of the local offices served by the Commission. These are termed "Local Office Area Descriptions". They are made available to field offices as a ready means of providing information to applicants and employers on such matters as population, labour force, economic and industrial characteristics, seasonality of employment, housing, educational and hospital facilities, and so on—on all areas across the country. Since they depict the environments of local labour markets, these descriptions are also used in interpreting statistical labour market information. This material has proved of interest to other government departments. Overseas immigration officers find it useful in counselling prospective immigrants, for example. It is being supplied to some 60 branches and district offices of other departments, as well as to field offices of the Commission. To date more than 100 local office area descriptions have been issued while another 40 are in various stages of preparation.

Pilot studies have been completed in local offices to determine the feasibility of adopting a more detailed system of classifying job applicants and job vacancies occupationally. The adoption of this finer occupational classification will lead to a more precise matching of applicants with jobs and resultant benefit both to employers and to persons seeking work.

The development of oral trade questions, referred to in previous annual reports, was continued and these are now available, and in use in local offices, for some two dozen occupations in English and for 12 occupations in French. These aids are designed to enable officers engaged in registration and selection to determine in doubtful cases, an applicant's fitness for an occupation in which he claims to be qualified.

### HANDBOOK PREPARED

An important project undertaken during the year was the inauguration of a job analysis and job specification program. A technical handbook has been prepared, dealing with techniques and methods of analysing jobs at the place of work in order to identify factors necessary for successful job performance, and training courses have been, and are being, given for implementing the program in the field. The objective of this program is to

make available to placement officers in local offices, information in the form of job specifications covering experience, ability, education, training, physical and mental requirements, and so on, commensurate with satisfactory accomplishment on the job. Information on physical demands and working conditions is recorded in sufficient detail to reveal opportunities for the employment of handicapped persons.

#### IMPORTANT STUDIES MADE

Based on information made available through the semi-annual surveys of employers' hirings and separations, studies were made of the Employment Service's participation in industry's hirings. The results of these studies have pointed up those industries and areas of high and low penetration and have led to searching analyses into reasons for the indicated effectiveness or non-effectiveness of the local employment offices concerned.

#### DISPLACED PERSONS AND IMMIGRATION

The influx of immigrants and displaced persons, although not as heavy as the previous year, continued. In the case of regular immigrants close liaison has been maintained at all levels with the Department of Citizenship and Immigration. The object of this was to provide the latter department with information on employment conditions in industries and localities upon which selective immigration could be based.

Officials of the National Employment Service continued to co-ordinate the movement of displaced persons who arrived in Canada under the sponsorship of the Department of Labour. The displaced persons are met at the port of entry by NES officials who make all the necessary arrangements for their transportation to destinations, their transfer at junction points and their reception and transfer to the employers for whom they will be working. Wherever necessary, NES officials escort sizeable groups on long journeys.

Subsequent to the displaced persons' initial placement, any problems of maladjustment requiring transfers to other employers, difficulties arising out of injury, sickness and other unforeseen circumstances are dealt with by the National Employment Service which, when necessary, works closely with the municipal or provincial authority concerned. The records of displaced persons under contract with the Department of Labour are also based on information supplied by the NES through its various offices.

#### EMPLOYMENT COMMITTEES

The National Employment Committee, advisory body to the Commission, held four regular quarterly meetings during the year; two in Ottawa and one each in Edmonton, Alberta, and Toronto, Ontario. The Edmonton meeting was held jointly with the Prairie regional committee, with members of the Edmonton local committee as guests. The Toronto meeting

was synchronized with the National Conference on the Rehabilitation of Handicapped Persons, to which the members were accredited observers.

At the meeting in Edmonton two briefs were presented: one by a sub-committee under the chairmanship of Mr. R. E. G. Davis, member and representative of the Canadian Welfare Council, on "A Review of Present Measures to Deal with Unemployment and Suggestions for Further Action"; the second on "Seasonal Unemployment", by the Chairman, Judge W. J. Lindal.

#### SUB-COMMITTEES FORMED

Following presentation of the briefs and study of the material by the committee, six sub-committees were formed and asked to make reports and recommendations at subsequent meetings. The sub-committees were to study the possibility of asking the five regional committees to do parallel studies if it was deemed advisable to have the opinions of the various sections of the country where the significance of matters such as seasonal unemployment, training and retraining of workers, etc., varied.

The five regional and approximately 80 local employment committees held regular meetings during the year. Local committees considered a wide range of subjects for presentation to regional committees which in turn passed resolutions on public works projects to relieve unemployment, the older worker, training and retraining of workers under governmental and industrial agreements, apprenticeship in Canada, and a number of other related subjects. On being given consideration by the National Committee, many of these resolutions were referred to the Commission for study and necessary action.

### UNEMPLOYMENT INSURANCE

#### CHANGES IN CONTRIBUTION RATES

During the 10 years since the Unemployment Insurance Act came into operation the scale of contributions payable by insured persons and their employers has been adjusted from time to time to conform with changes in rates of earnings. As contributions are related to earnings, and the rate of benefit is related to the rate of contributions, an attempt has thus been made to preserve the relationship between earnings and benefit contemplated in the original structure of the Act.

The amendments to the Act which received approval of Parliament on February 28, 1950, included a revision of contribution rates effective July 3, 1950. This revision reduced the number of rates from nine to six; added an additional rate for weekly earnings of \$48 or more; made the employers' and employees' share of the contributions equal, and provided for an additional contribution of one cent per day from each employer and employee to cover the cost of paying supplementary benefit under Part IIA of the Act.



## CONTRIBUTION METHODS

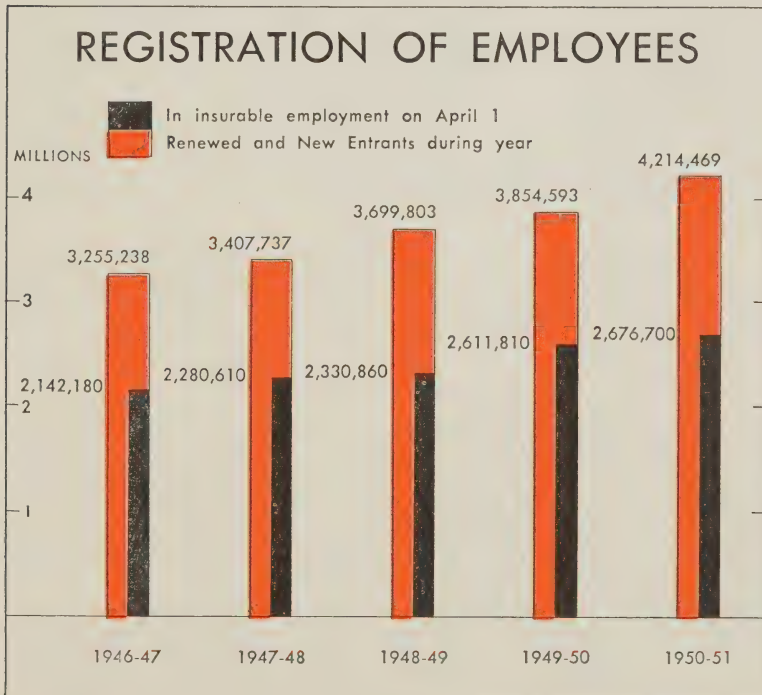
Methods and procedures in recording contributions were further simplified during the fiscal year 1950-51, and administrative adjustments resulted in substantial saving of time in computing claims for benefit.

The Commission continued to extend the use of the bulk payment method to smaller employers whose turnover of labour was low. At the end of the year there were 2,205 employers contributing under this method rather than by stamps, an increase of 62 per cent over last year. Almost one third of the insured population are employed by employers using the bulk payment method.

## VETERANS OF THE SPECIAL FORCE

In November 1950, provision was made to enable veterans of Canada's special forces to count their service towards the payment of benefit if unemployed after honourable discharge. Accordingly, contributions are being collected at a fixed rate from the Department of Veteran's Affairs for all such veterans at the time of discharge. During the year under review \$18,023.92 has been collected.

Provision was made at the same time to give immediate entitlement to 90 days' benefit on discharge to such veterans



who had had over three months' service with pay. When these veterans' contributions are insufficient to provide 90 days' benefit, the Department of Veterans Affairs makes up the difference. The amount paid by DVA for this purpose amounted to \$2,853.28 in the year.

#### CHANGES IN COVERAGE

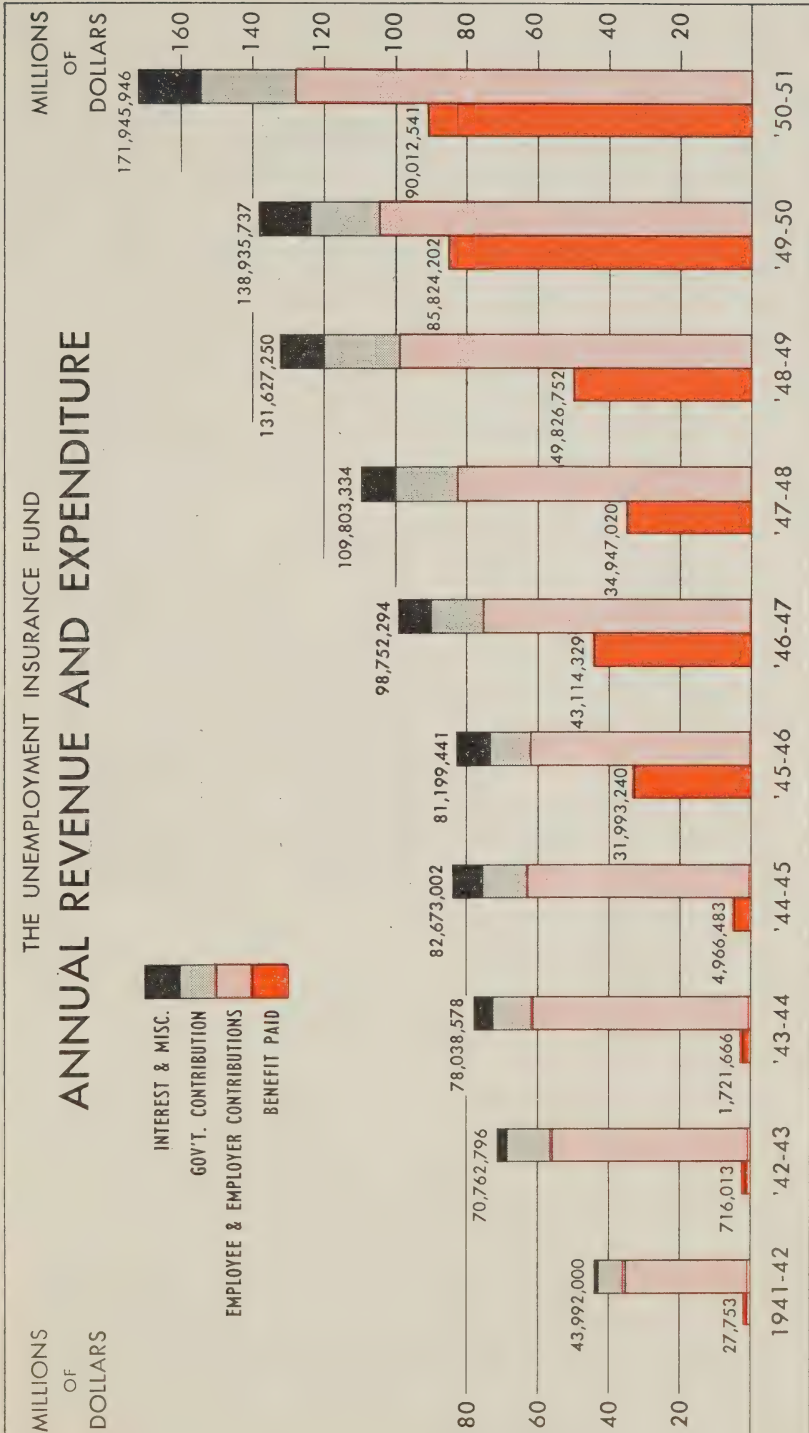
When the Unemployment Insurance Act came into operation, employment in some 20 industries or occupations was excluded from coverage. During the past 10 years the number of exceptions has been reduced by nearly one half. As administrative problems were overcome coverage was extended to transportation by air, transportation by water, stevedoring, and lumbering and logging. Other employments to which coverage has been extended include professional nursing (except private duty nurses and probationers), public utilities, irrespective of the permanency of the employment, and hospitals and charitable institutions that elect to insure their employees. The earnings limit for insurability has been raised by successive steps from \$2,000 to \$4,800 per annum for salaried workers. It has been eliminated entirely for those paid by the hour, day or at piece or mileage rates and all such employees are now insured irrespective of the amount of earnings.

There were two major changes in 1950-51. Lumbering and logging in all parts of Canada came within the scope of the Act on April 1, 1950. Previously, because of administrative problems in eastern Canada, that industry had been insurable only in British Columbia. The ceiling for insurability, which had been previously set at \$3,120 for salaried workers, was raised to \$4,800 on July 3, 1950 to retain within the insurable classes those persons whose employment had become excepted because of the increase in rates of pay.

During 1950, surveys were made of two of the major excepted employments, the fishing industry and hospitals and charitable institutions, to see whether it would be practicable to bring them under the Act. Investigation is still proceeding.

#### PAYMENT OF BENEFIT

The total benefit paid out during the fiscal year was \$90,012,541.29 including supplementary benefit amounting to \$6,930,439.54. This represents an increase of \$4,188,339.16 from the previous year. The average daily rate of benefit payable in 1950-51 (excluding supplementary benefit) was \$2.41 compared with an average rate of \$2.34 in 1949-50. This reflects the higher earnings of insured persons and increased benefit rates which were in effect. There has been a marked increase in the average daily benefit rate during the first 10 years of operation of the Act. The average of \$1.81 during the first year has risen steadily to \$2.41 in 1950-51.



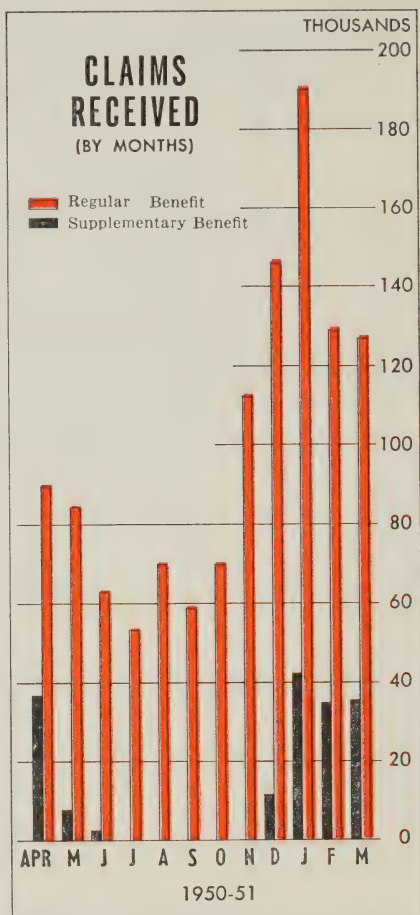
## COURTS OF REFEREES

During the past year there has been a marked increase in the number of appeals from decisions by insurance officers. The 66 courts which function at various centres have dealt with 12,153 appeals compared with 10,928 in 1949-50. Much of this increase is due to changes in the Act and Regulations resulting in disqualifications which are unfamiliar to those affected. Claimants took full advantage of their right of appeal with the result that the ratio of appeals which were allowed fell from 19 per cent in 1949-50 to 17.5 per cent in 1950-51. The Act had been properly applied by the insurance officers in the first instance.

## SUPPLEMENTARY BENEFIT

This is a type of benefit quite apart from that paid to persons who qualify in the regular way for unemployment insurance benefit. It is payable only for the months of January, February and March and the rate is approximately 80 per cent of ordinary benefit. The classes eligible are those who have exhausted the benefit payable to them in a benefit year which was previously established, and are not yet able to establish a new benefit year; those who have not yet established a benefit year but have made 90 contributions since the previous March 31st; and those who have been employed in industries recently brought under the Act and who would have paid contributions and established benefit rights had the industries in question been insured at an earlier date.

The amendment which provided for the payment of supplementary benefit became effective on February 28, 1950 and no comparative figures are available as the first full three-month period is that of the 1950-51 fiscal year. The total amount paid for the part period of 1949-50 was \$818,065.89 and that paid in the present fiscal year was \$6,930,439.54.





## SEASONAL REGULATIONS

For some years the Commission has applied seasonal regulations to certain industries which for climatic reasons are wholly or mainly closed down for 20 or more consecutive weeks each year. Inland water navigation, stevedoring at inland ports and certain seasonal ocean ports and the lumbering and logging industry are subject to seasonal regulations, the effect of which is to restrict the payment of benefit to periods of unemployment occurring in the active season unless the claimant proves that he has normally worked in some off-season employment.

As the regulations stood until 1950, such proof had to be supplied by the contribution history of the claimant and consequently insurable employment only was the basis for deciding whether the regulations applied to him. Changes made in 1950 have modified the regulations by recognizing the fact that some seasonal workers have a secondary occupation, which they ordinarily follow in the off-season, and which is non-insurable employment. These modifications will make it possible for additional seasonal employees to qualify for benefit during the off-season. Instead of testing the claimant's attachment to employment by his record of insurance contributions, the regulations now require registration for a type of employment which is ordinarily available at that period of the year. Certain additional proof of previous off-season employment, either insurable or non-insurable, is required in the case of persons who do not principally depend for their livelihood on insurable employment.

These regulations are easier for claimants to understand and will eliminate several anomalies existing under the former regulations while retaining the essential principles.

The status of seasonal employees is one for continuing study, and the climatic conditions in Canada bring about a variety of situations which are not readily adaptable to normal unemployment insurance practice. Marked progress has been made in overcoming the difficulties which have been encountered to date.

## PAYMENT OF BENEFIT TO MARRIED WOMEN

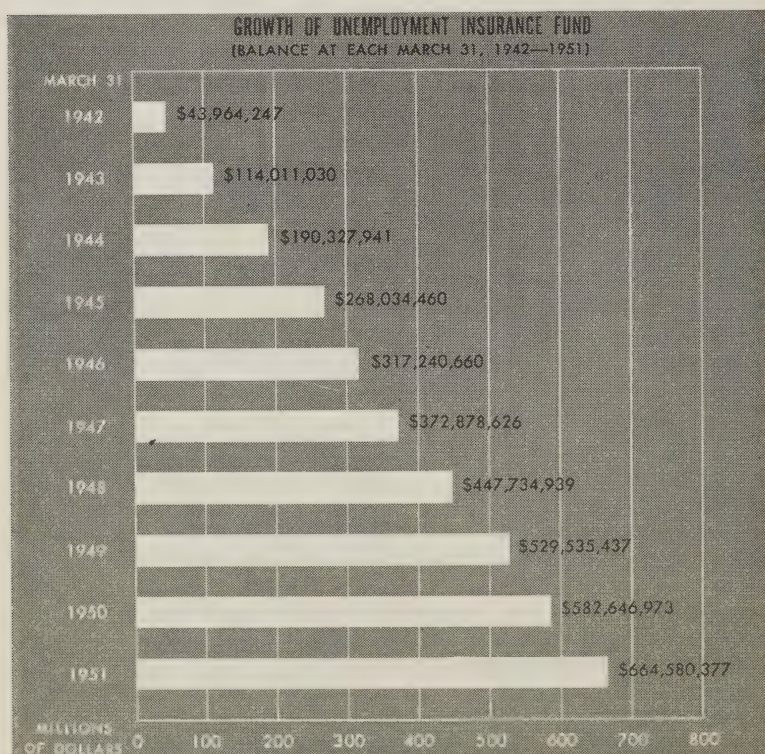
Under authority of an amendment to the Unemployment Insurance Act approved at the 1950 session of Parliament, regulations were put into effect in November, 1950, imposing additional conditions on claimants for benefit who are married women. The Unemployment Insurance Advisory Committee had commented several times, in making its annual statutory report on the state of the unemployment insurance fund, on the amount of benefit that appeared to be paid to married women who represented themselves as unemployed but who at marriage had really withdrawn from the employment market. The intent of the regulations is to restrict payment of benefit to those who show by their employment history subsequent to marriage that they are still actively interested in getting employment.

Provision is made for exempting from the regulations a married woman who is forced to become the breadwinner for herself or her family because of the death or illness of her husband, or because of desertion or permanent separation, and also a married woman who is discharged from her employment for such reasons as shortage of work or because her employer has a rule against retaining married women in his employ. The regulations apply only during the two years immediately following the claimant's marriage.

That the regulations were justified was shown in the first month after they came into effect by the large percentage of married women who, on finding their claims disallowed thereby, made no further effort to keep alive their applications for employment. Out of 8,884 married women who were disqualified because of these regulations during that period, approximately 18 per cent kept alive their application for employment, 5 per cent reported that they had found work, and 77 per cent allowed their application for employment to lapse.

#### UNEMPLOYMENT INSURANCE FUND

Contributions became payable on behalf of insured persons on July 1, 1941. At the end of the first fiscal year after opera-



tions began, the balance in the unemployment insurance fund was \$43,964,246.68. At March 31, 1951, the close of the tenth year, the balance was \$664,580,376.79. During the 10-year period the total receipts were \$1,007,730,377.68 and the total amount of benefit paid out was \$343,150,000.89.

During the fiscal year 1950-51, revenue from contributions by employers, employees and the government totalled \$154,488,958.05. Miscellaneous revenue (interest on investment, for example, which now amounts to a substantial sum) increased the revenue by \$17,456,987.51. Benefit paid (including supplementary benefit of \$6,930,439.54) totalled \$90,012,541.29. The net increase to the fund was \$81,933,404.27.

The Unemployment Insurance Advisory Committee, in its statutory report to Parliament on the state of the fund as at March 31, 1950, remarked that while nine years of high and sustained employment had produced a level of reserves which no one could have predicted in earlier years, the contingent liabilities had also increased very greatly by reason of wider coverage, higher rates of benefit and more extended duration of benefit earned by contributors. The Committee stated that it had considered the advisability of instituting a new actuarial investigation of the structure of the fund and of the relation between contributions and benefits. However, the period of the war and the ensuing years of very high employment did not seem sufficiently representative to yield dependable results on which to judge the future workings of the fund. The Committee therefore did not propose to make more than partial investigations for the time being.

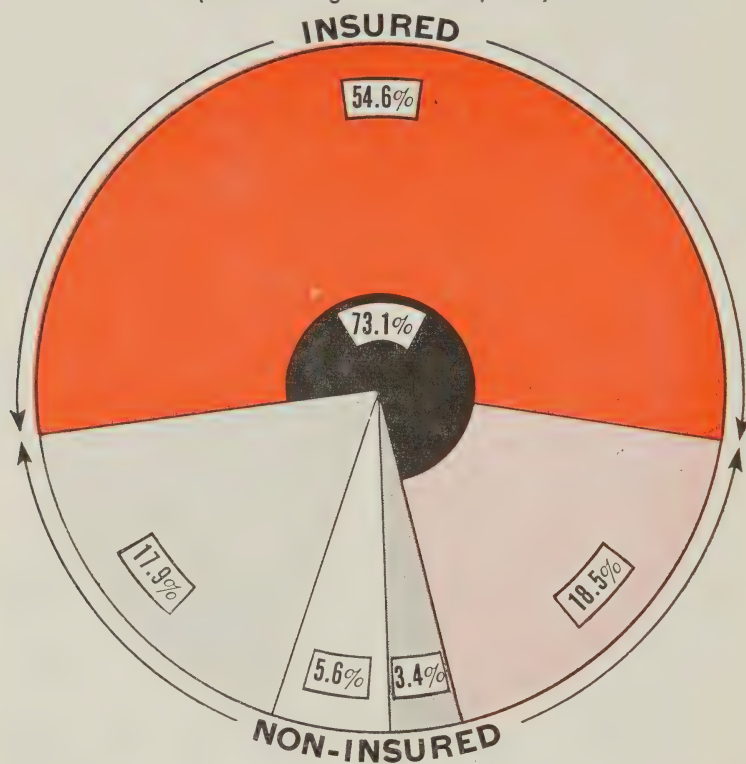
Investment transactions involving the fund may be made only on the authority of an investment committee of three, including the Governor or Deputy Governor of the Bank of Canada and two persons nominated respectively by the Minister of Labour and the Minister of Finance. The whole fund, except the amount kept in cash for paying benefit, is invested in obligations of the Government of Canada. Most of these are long-term securities. The average yield on investments was 2.57 per cent per annum as at March 31, 1951.

#### RECIPROCAL RELATIONS WITH UNITED STATES

The Commission has continued the process of integrating its interstate claims procedures with those of the United States so as to facilitate exchange of claims under the reciprocal agreement which has been in effect between the governments of Canada and the United States since 1942. Thirty-eight of the states now have reciprocal relations with Canada. During 1950-51, 926 claims were taken by the Unemployment Insurance Commission of Canada for forwarding to liable states in the United States and 698 claims were taken by the States against Canada.



# CANADIAN CIVILIAN LABOUR FORCE (Week Ending November 4, 1950)



		%
Own-account Workers .....	929,000	17.9
Unpaid Family Workers .....	294,000	5.6
Employers .....	178,000	3.4
	<hr/>	<hr/>
	1,401,000	26.9
Non-Insured wage-earners .....	962,000	18.5
Insured wage-earners .....	2,838,000	54.6
	<hr/>	<hr/>
(This compares with the figure of 2,676,700 on chart on page 33.)		
Total wage-earners .....	3,800,000	73.1
	<hr/>	<hr/>
	5,201,000	100.0

(Source D.B.S.)



## INTEREST OF LABOUR UNIONS

A healthy interest is being displayed by labour unions in the operation of the Unemployment Insurance Act. Meetings of panel members of the courts of referees have been held for the sole purpose of familiarizing the individuals with the very latest information on questions encountered by the various courts and those ruled upon by the Umpire. Officers of the Commission appreciate the co-operation of the labour organizations which have been most helpful. A better understanding of the legislation has resulted.

## AUDIT OF EMPLOYERS

The Commission has a staff of auditors who visit employers periodically to ascertain that the coverage of the Act is being properly applied and that contributions are being kept up to date. Extension of the Act to cover employment in lumbering and logging across Canada from April 1, 1950, added considerably to the number of employers subject to audit and increased the problem of reaching employers in outlying areas. However, an effort has been made to maintain the frequency of audit by improved procedures rather than by increasing the audit staff.

Since the inception of the Act the auditors have been an important means of contact in establishing and maintaining good relations with employers, explaining the legislation and making known the facilities offered by the National Employment Service. During the war years, in addition to their regular duties, they checked employers' records for compliance with National Selective Service Regulations and Wage Control Orders.

In the 10 years of operation the number of registered employers subject to audit has increased from 160,000 to 227,000. The overdue contributions established by audits in that period amounted to slightly more than \$10,000,000.

## UNEMPLOYMENT ASSISTANCE IN NEWFOUNDLAND

The number of those eligible for unemployment assistance has diminished to a noticeable extent as many who otherwise would be eligible have exhausted their rights or these have lapsed through time. On the other hand there has been an increase in the number who have qualified for benefit under the Unemployment Insurance Act. A total of \$3,212,125 was paid in unemployment assistance in the 1949-50 fiscal year and \$3,260,382 in 1950-51.

## UNEMPLOYMENT INSURANCE COMMISSION

Head Office	—	Ottawa, Ont.	
Regional Offices	—	Atlantic Region	— Moncton, N.B.
	—	Quebec	— Montreal, Que.
	—	Ontario	— Toronto, Ont.
	—	Prairie	— Winnipeg, Man.
	—	Pacific	— Vancouver, B.C.

## MANITOBA

Brandon  
Dauphin  
Flin Flon

St. Boniface  
Selkirk  
The Pas

The Pas  
†\*Winnipeg

SASKATCHEWAN  
Estevan  
†Moose Jaw

North Battleford  
Prince Albert  
†Regina

†Saskatoon  
Swift Current  
Weyburn  
†Yorkton

ALBERTA

Blairmore  
†Calgary  
Drumheller  
†Edmonton

†Lethbridge  
Medicine Hat

Red Deer  
BRITISH COLUMBIA

Chilliwack  
Courtenay  
Cranbrook

Dawson Creek  
Duncan  
Kamloops

Kelowna  
Nanaimo  
†Nelson

New Westminster  
North Vancouver  
†Penticton  
Port Alberni

Fort Alberni  
Prince George  
†Prince Rupert  
Princeton

Trail  
†\*Vancouver  
Vernon

†Victoria  
YUKON TERR

† Dawson City  
Whitehorse

**N.W. TERRITORIES**  
Yellowknife

† Agency established at these centres.  
Above list does not include 67 sub-offices and itinerant offices.

## APPENDIX II

ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT  
INSURANCE COMMISSION DURING THE PERIOD  
APRIL 1, 1950 TO MARCH 31, 1951

Salaries and Wages.....	\$16,908,679.72
Living and Other Allowances.....	15,889.94
Professional and Special Services.....	230,202.78
Commission to Post Office Department.....	652,599.10
Printing, Stationery and Office Equipment.....	958,325.79
Unemployment Insurance Stamps.....	41,596.15
Unemployment Insurance Books.....	64,608.43
Travelling Expenses.....	538,668.04
Express, Freight and Cartage.....	66,053.29
Acquisition of Equipment.....	22,059.44
Telephone, Telegrams and Postage.....	645,517.63
Alterations, Maintenance and Repairs—Bldgs.....	206,931.05
Rents, Including Building Services.....	1,479,418.95
Advertising and Publicity.....	49,074.15
Sundries.....	25,185.22
	<u>\$21,904,809.68</u>

## APPENDIX III

PROCEEDINGS AGAINST DELINQUENTS UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940, AS AMENDED, AND THE REGULATIONS  
MADE THEREUNDER

Nature of Offences	Fiscal Year 1950-51						
	Carried over from Previous Fiscal Year	Com-menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con-victions	With-drawals	Acquit-tals	Await-ing Results of Trials
For failure to pay unemploy-ment insurance contribu-tions (employers).....	202	487	689	543	23	1	122
For obtaining benefit ille-gally (claimants).....	141	1,073	1,214	907	60	8	239
For failure to return insur-ance books (employers)...	1	26	27	22	4	1	—
For failure to produce re-cords for inspection (em-ployers).....	14	23	37	31	—	—	6
For failure to keep adequate records (employers).....	8	51	59	47	1	—	11
For failure to deliver insur-ance book to employee upon separation (em-ployers).....	—	1	1	1	—	—	—
Totals.....	366	1,661	2,027	1,551	88	10	378

NOTE: Included among the withdrawals are cases in which the accused could not be located or where subsequently reported facts indicated that prosecutions should not be proceeded with, as compliance had been obtained.

## APPENDIX IV

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT BY MONTHS DURING  
THE YEAR MARCH 31, 1950 TO MARCH 29, 1951

Months				Regular Placements		Casual Placements*		Total Placements		Totals	
				Men	Women	Men	Women	Men	Women		
1950											
March 31 to May 4.....			40,312	14,892	6,313	5,649	46,625	20,541		67,166	
May 5 to June 1.....			47,068	13,913	9,397	4,998	56,465	18,911		75,376	
June 2 to June 29.....			46,570	14,430	8,524	4,902	55,094	19,332		74,426	
June 30 to Aug. 3.....			55,139	17,933	8,922	5,085	64,061	23,018		87,079	
Aug. 4 to Aug. 31.....			43,161	14,370	7,001	3,910	50,162	18,280		68,442	
Sept. 1 to Sept. 28.....			50,382	16,689	7,612	5,056	57,994	21,745		79,739	
Sept. 29 to Nov. 2.....			56,369	18,563	9,782	6,207	66,151	24,770		90,921	
Nov. 3 to Nov. 30.....			38,729	14,371	6,854	4,393	45,583	18,764		64,347	
Dec. 1 to Dec. 28.....			36,390	15,301	7,067	4,373	43,457	19,674		63,131	
1951											
Dec. 29 to Feb. 1.....			33,273	17,326	6,138	4,613	39,411	21,939		61,350	
Feb. 2 to March 1.....			30,552	13,792	7,310	3,855	37,862	17,647		55,509	
March 2 to March 29.....			30,886	13,133	5,250	3,778	36,136	16,911		53,047	
Total 1950-1951.....				508,831	184,713	90,170	56,819	599,001	241,532		840,533

\*Placements are termed "casual" when the duration of the employment offered is seven days or less.

## APPENDIX V

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
LOCAL EMPLOYMENT OFFICES, UNEMPLOYMENT INSURANCE COMMISSION,  
BY PROVINCES, DURING THE YEAR MARCH 31, 1950 TO MARCH 29, 1951

Provinces	Regular Placements		Casual Placements*		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
Newfoundland.....	1,458	200	242	6	1,700	206	1,906
Prince Edward Island.....	2,908	1,465	1,378	371	4,286	1,836	6,122
Nova Scotia.....	15,045	5,435	3,646	2,448	18,691	7,883	26,574
New Brunswick.....	16,260	4,515	4,944	1,703	21,204	6,218	27,422
Quebec.....	112,536	42,123	7,845	8,699	120,381	50,822	171,203
Ontario.....	217,457	81,422	38,028	19,476	255,485	100,898	356,383
Manitoba.....	26,682	10,753	9,383	10,024	36,065	20,777	56,842
Saskatchewan.....	19,449	6,673	6,057	3,029	25,506	9,702	35,208
Alberta.....	44,972	13,809	9,387	5,206	54,359	19,015	73,374
British Columbia.....	52,064	18,318	9,260	5,857	61,324	24,175	85,499
Totals.....	508,831	184,713	90,170	56,819	599,001	241,532	840,533
Comparable Totals— Year 1949-50.....	392,961	162,167	74,019	55,956	466,980	218,123	685,103

\*Placements are termed "casual" when the duration of the employment offered is seven days or less.



## APPENDIX VI

APPLICATIONS FOR EMPLOYMENT AS REGISTERED BY THE LOCAL  
EMPLOYMENT OFFICES, UNEMPLOYMENT INSURANCE COMMISSION,  
DURING THE YEAR MARCH 31, 1950 TO MARCH 29, 1951

Provinces	Men	Women	Totals
Newfoundland.....	30,849	1,786	32,635
Prince Edward Island.....	8,606	3,390	11,996
Nova Scotia.....	61,758	19,713	81,471
New Brunswick.....	64,262	17,329	81,591
Quebec.....	374,001	139,038	513,039
Ontario.....	477,896	205,718	683,614
Manitoba.....	89,000	47,288	136,288
Saskatchewan.....	55,192	23,507	78,699
Alberta.....	98,479	40,685	139,164
British Columbia.....	195,656	77,496	273,152
Totals for Canada.....	1,455,699	575,950	2,031,649
Comparable Totals, Year 1949-50.....	1,412,846	515,244	1,928,090

## APPENDIX VII

VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE  
LOCAL EMPLOYMENT OFFICES, UNEMPLOYMENT INSURANCE COMMISSION,  
DURING THE YEAR MARCH 31, 1950 TO MARCH 29, 1951

Provinces	Men	Women	Totals
Newfoundland.....	3,262	463	3,725
Prince Edward Island.....	4,957	2,395	7,352
Nova Scotia.....	21,873	11,385	33,258
New Brunswick.....	27,840	8,580	36,420
Quebec.....	190,646	87,175	277,821
Ontario.....	376,412	156,303	532,715
Manitoba.....	50,760	29,393	80,153
Saskatchewan.....	34,213	14,506	48,719
Alberta.....	69,557	28,698	98,255
British Columbia.....	85,061	37,359	122,420
Totals for Canada.....	864,581	376,257	1,240,838
Comparable Totals, Year 1949-50.....	650,004	369,041	1,019,045

## APPENDIX VIII

EMPLOYMENT OPERATIONS BY THE LOCAL EMPLOYMENT OFFICES,  
UNEMPLOYMENT INSURANCE COMMISSION, MARCH 31, 1950 TO MARCH 29, 1951

Provinces		Applications Registered	Vacancies Notified	Placements Effected
Newfoundland.....	Male	30,849	3,262	1,700
	Female	1,786	463	206
	Total	32,635	3,725	1,906
Prince Edward Island.....	Male	8,606	4,957	4,286
	Female	3,390	2,395	1,836
	Total	11,996	7,352	6,122
Nova Scotia.....	Male	61,758	21,873	18,691
	Female	19,713	11,385	7,883
	Total	81,471	33,258	26,574
New Brunswick.....	Male	64,262	27,840	21,204
	Female	17,329	8,580	6,218
	Total	81,591	36,420	27,422
Quebec.....	Male	374,001	190,646	120,381
	Female	139,038	87,175	50,822
	Total	513,039	277,821	171,203
Ontario.....	Male	477,896	376,412	255,485
	Female	205,718	156,303	100,898
	Total	683,614	532,715	356,383
Manitoba.....	Male	89,000	50,760	36,065
	Female	47,288	29,393	20,777
	Total	136,288	80,153	56,842
Saskatchewan.....	Male	55,192	34,213	25,506
	Female	23,507	14,506	9,702
	Total	78,699	48,719	35,208
Alberta.....	Male	98,479	69,557	54,359
	Female	40,685	28,698	19,015
	Total	139,164	98,255	73,374
British Columbia.....	Male	195,656	85,061	61,324
	Female	77,496	37,359	24,175
	Total	273,152	122,420	85,499
Canada.....	Male	1,455,699	864,581	599,001
	Female	575,950	376,257	241,532
	Total	2,031,649	1,240,838	840,533

## APPENDIX IX

NUMBER OF PERSONS ISSUED AN UNEMPLOYMENT INSURANCE BOOK  
AS OF APRIL 1, 1950

CLASSIFIED BY INDUSTRY AND PROVINCE¶ (Based on a 10 per cent Sample Count)

Industry	Canada	New- found- land	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia
Agriculture.....	1,910						830	*	*	*	*
Forestry and Logging.....	43,460	1,870	*	1,360	3,830	10,250	11,830	*	*	*	13,760
Fishing, Hunting and Trapping†	550	*	*	*	*		*				*
Mineral Mining.....	82,540	1,150		13,760	1,420	13,320	27,260	2,220	540	12,490	10,380
Quarrying and Oil Wells.....	43,820	830				7,310	25,820	2,110		740	7,000
Fuels.....	27,850			13,330	1,160	*	*	*	*	10,300	2,620
Non-metal Mining.....	7,230	*	*	*	*	4,950	730	*	*	*	520
Quarrying, Clay and Sand Pits	2,170	*	*	*	*	1,010	620	*	*	*	*
Prospecting.....	1,470					*	*	*	*	1,190	*
Manufacturing.....	995,490	7,930	1,250	22,450	17,790	336,060	472,120	31,060	11,130	22,660	73,040
Food and Beverages.....	125,090	2,460	750	4,510	4,350	29,540	52,580	8,460	4,320	6,080	12,040
Tobacco and Tobacco Pro- ducts.....	8,320	*	*			7,410	750			*	
Rubber Products.....	19,200			*		14,420	14,420		*	*	
Leather Products.....	29,890	*	*	*	*	15,660	12,050	740	*	*	740
Textile Products (except cloth- ing).....	69,150	*	*	*	1,730	39,840	25,380	600	*	*	700
Clothing (Textile and Fur)...	103,350	*	*	1,350	*	56,800	36,430	5,260	*	840	1,660
Wood Products.....	88,010	*	*	3,040	2,730	22,450	27,110	1,970	750	2,570	26,970
Paper Products.....	67,000	3,400		820	3,990	26,630	25,540	1,190	*	*	5,330
Printing, Publishing and Allied Industries.....	47,960	*	*	930	660	12,400	25,060	2,700	1,120	1,270	3,460
Iron and Steel Products.....	142,430	*	*	6,390	1,030	31,860	89,150	4,620	680	2,270	6,160
Transportation Equipment.....	112,510	*	*	3,260	1,280	28,690	61,670	2,930	2,680	5,400	6,070
Non-ferrous Metal Products	34,440					11,400	17,050	*	*	*	5,030
Electrical Apparatus and Sup- plies.....	50,650			*	*	15,240	34,110	*	*	*	*
Non-metallic Mineral Pro- ducts.....	26,080	*		*	*	8,410	13,400	520	*	1,670	1,100
Products of Petroleum and Coal.....	6,350			780	*	1,360	1,350	*	580	1,180	810
Chemical Products.....	39,260	*	*	*	*	16,680	19,240	*	*	*	1,760
Miscellaneous Manufacturing Industries.....	25,800			*	*	6,950	16,830	*	*	*	890
Construction.....	147,160	1,270	820	5,160	3,080	41,210	58,830	5,680	3,530	10,630	16,950
General Contractors.....	101,870	1,100	680	4,110	2,400	27,700	39,950	3,930	2,470	7,860	11,670
Special Trade Contractors (Subcontractors).....	45,290	*	*	1,050	680	13,510	18,880	1,750	1,060	2,770	5,280
Transportation, Storage and Communication.....	298,670	6,010	910	8,330	20,150	71,630	89,240	48,080	9,990	14,310	30,020
Transportation.....	251,110	5,810	810	6,600	19,160	58,810	69,050	44,180	8,880	13,150	24,660
Storage.....	10,100	*	*	*	*	720	3,630	3,150	*	830	1,030
Communication.....	37,460	*	*	1,560	890	12,100	16,560	750	710	*	4,330
Public Utility Operation.....	32,450	*	*	1,500	*	4,170	21,730	500	*	1,930	1,550
Trade.....	432,400	6,920	2,140	13,810	12,800	102,390	167,680	31,430	20,350	29,440	45,440
Wholesale Trade.....	114,890	1,160	*	3,480	3,950	28,320	40,180	9,230	5,080	9,620	13,450
Retail Trade.....	317,510	5,760	1,720	10,330	8,850	74,070	127,500	22,200	15,270	19,820	31,990
Finance, Insurance and Real Estate.....	85,870	*	*	1,710	1,640	24,490	38,270	6,100	2,410	3,740	7,120
Service.....	296,900	2,190	820	8,890	4,790	56,090	142,930	15,630	11,900	18,620	35,040
Community or Public Service.....	23,060	*	*	550	*	4,390	8,390	1,510	1,610	1,850	4,260
Government Service.....	100,470	1,090	*	4,510	1,250	6,060	64,770	4,390	2,710	4,760	10,730
Recreation Service.....	16,470	*	*	*	*	3,490	7,580	1,020	640	930	1,790
Business Service.....	31,190	*	*	*	*	9,030	14,210	1,520	780	1,590	3,130
Personal Service.....	125,710	750	510	2,910	2,470	33,120	47,980	7,190	6,160	9,490	15,130
Unspecified.....	11,860	630	*	*	690	7,120	1,830	*	*	*	*
Unemployed.....	247,140	16,340	1,940	12,490	12,020	82,480	66,340	10,480	9,160	10,130	25,760
Totals.....	2,676,700	45,010	8,250	89,830	78,630	749,380	1,099,080	151,970	69,710	124,990	259,850
Total number of Unemployment Insurance Books issued during the year 1950-51.....	4,214,469	88,190	14,384	161,761	142,354	1,229,301	1,636,616	226,010	106,078	213,337	396,438

\*Less than 500.

¶The statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewal of April 1950.

†For the purpose of classifying insured persons by industry, the standard classification is used. The Unemployment Insurance Act excepts from unemployment insurance persons engaged in certain employment, e.g., "employment in agriculture, horticulture and forestry", "employment in fishing", etc. However, it is possible that persons who under the census classification are in exempted employment, may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within the meaning of the Act. At the same time the employing firm or person may be placed in agriculture according to the standard classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally excepted.

‡The workers classified (2,676,700) are those reported as actually in the insured working force at April 1, 1950. The larger figure (4,214,469) includes all those who were employed in insurable employment at any time during the period April 1, 1950 to March 31, 1951.

APPENDIX X

STATEMENT OF ESTIMATED PERCENTAGE OF CONTRIBUTIONS AND EMPLOYEES AT EACH RATE DURING THE YEAR ENDED MARCH 31 1951

THREE MONTHS APRIL TO JUNE 1950			NINE MONTHS JULY 1950 TO MARCH 1951		
Weekly Earnings	Per Cent of Total Contributions	Per Cent of Employees by Contribution Rates	Weekly Earnings	Per Cent of Total Contributions	Per Cent of Employees by Contribution Rates
Less than \$5.40	0.09	0.39	Less than \$9.00	0.16	0.43
\$ 5.40- 7.49	0.06	0.14			
7.50- 9.59	0.10	0.19			
9.60- 11.99	0.25	0.45	\$ 9.00- 14.99	1.01	1.99
12.00- 14.99	0.76	1.29			
15.00- 19.99	3.08	4.92	15.00- 20.99	3.55	5.55
20.00- 25.99	8.22	10.51	21.00- 26.99	6.43	8.40
26.00- 33.99	14.68	15.65	27.00- 33.99	11.77	13.17
34.00 or more	72.76	66.46	34.00- 47.99	30.90	30.26
			48.00 or more	46.18	40.20
	100.00	100.00		100.00	100.00

APPENDIX XI

AUDITS AND INVESTIGATIONS COMPLETED BY UNEMPLOYMENT INSURANCE AUDITORS DURING THE FISCAL YEAR ENDED MARCH 31, 1951

Region	Number of Registered Employers	Number of Complete Audits	Insured Employees Covered	Overdue Contributions		Number of Special Investigations	Average Number of Auditors
				Established	Collected		
Atlantic...	18,969	13,908	136,133	\$ 90,434.95	\$ 89,393.11	5,464	38
Quebec...	57,285	41,242	463,607	459,997.10	460,198.70	12,079	103
Ontario...	81,230	61,266	688,195	505,793.23	502,940.65	14,251	140
Prairie...	43,081	33,057	248,384	282,045.07	278,885.85	11,650	76
Pacific...	25,992	17,180	169,820	139,317.55	141,794.67	6,596	46
1950-51...	226,557	166,653	1,706,139	1,477,587.90	1,473,212.98	50,040	403
1949-50...	218,022	127,313	1,310,380	1,283,225.93	1,241,281.85	41,649	382



## APPENDIX XII

NUMBER OF INITIAL CLAIMS FILED FOR REGULAR AND SUPPLEMENTARY BENEFIT IN INSURANCE OFFICES BY PROVINCES,  
THEIR DISPOSAL AND THE AMOUNT OF BENEFIT PAID DURING THE FISCAL YEAR 1950-1951

Insurance Offices	Total	New- foundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia
<b>Initial Claims</b>											
Pending on March 31, 1950.....	22,384	468	102	1,149	1,308	7,361	6,128	1,232	448	1,869	2,319
Rec'd from April 1, 1950 to March 31, 1951.....	705,805	14,952	4,772	41,061	32,736	229,963	183,262	40,818	23,693	37,089	97,459
<b>Total.....</b>	<b>728,189</b>	<b>15,420</b>	<b>4,874</b>	<b>42,210</b>	<b>34,044</b>	<b>237,324</b>	<b>189,390</b>	<b>42,050</b>	<b>24,141</b>	<b>38,958</b>	<b>99,778</b>
<b>Postal Claims</b>											
(Included above).....	<b>108,330</b>	<b>9,781</b>	<b>2,353</b>	<b>9,393</b>	<b>10,869</b>	<b>31,230</b>	<b>10,908</b>	<b>5,684</b>	<b>8,843</b>	<b>6,563</b>	<b>12,706</b>
<b>Disposal of Initial Claims</b>											
Allowed-No disqualification.....	457,449	6,242	2,852	28,062	19,761	146,842	124,605	26,268	14,154	25,467	65,196
Allowed-With disqualification.....	65,466	449	174	2,968	1,781	20,506	21,968	4,206	1,926	2,853	8,635
Allowed-S.B. no disqualification.....	81,962	2,552	1,015	5,541	4,659	28,300	16,033	4,818	4,006	3,687	11,331
Allowed-S.B. with disqualification.....	5,098	169	34	192	256	2,305	977	306	198	182	479
*Not Allowed—Either regular or S.B.	92,681	4,435	637	6,035	5,922	28,478	21,677	3,550	3,295	4,784	11,868
Pending on March 31, 1951.....	25,533	1,573	162	1,412	1,665	10,893	4,110	902	562	1,985	2,269
<b>Total.....</b>	<b>728,189</b>	<b>15,420</b>	<b>4,874</b>	<b>42,210</b>	<b>34,044</b>	<b>237,324</b>	<b>189,390</b>	<b>42,050</b>	<b>24,141</b>	<b>38,958</b>	<b>99,778</b>
<b>Amount Paid to Claimants</b>											
(Gross)											
From April 1, 1950 to March 31, 1951.....	\$83,131,320	660,005	524,970	4,951,000	3,754,499	29,236,890	20,605,747	4,923,646	2,725,171	3,918,528	11,831,064
<b>Supplementary Benefit Paid to Claimants (Gross)</b>											
From April 1 1950 to March 31, 1951.....	\$ 6,934,360	122,094	56,032	410,266	572,700	3,257,371	1,035,297	293,814	231,378	209,158	715,650
<b>Total.....</b>	<b>\$90,065,880</b>	<b>782,099</b>	<b>581,002</b>	<b>5,361,266</b>	<b>4,327,199</b>	<b>32,494,261</b>	<b>21,671,014</b>	<b>5,217,460</b>	<b>2,956,549</b>	<b>4,127,686</b>	<b>12,546,714</b>

\*13,460 of these had not previously established benefit years, but did so in the subsequent months.

**APPENDIX XIII**  
**REPORT ON ACTIVE AND OTHER CLAIMANTS SIGNING THE UNEMPLOYMENT REGISTER ON**  
**THE LAST WORKING DAY OF EACH MONTH—APRIL 30, 1950 TO MARCH 31, 1951**

Provinces	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	January	February	March
Newfoundland..... 1. 2. 3.	582 ..... .....	419 ..... .....	370 ..... .....	398 ..... .....	396 ..... .....	507 ..... .....	629 ..... .....	1,008 ..... .....	1,665 ..... 15	3,068 ..... 292	5,041 ..... 981	4,559 ..... 1,550
Prince Edward Island..... 1. 2. 3.	1,314 ..... .....	539 ..... .....	434 ..... .....	431 ..... .....	404 ..... .....	417 ..... .....	437 ..... .....	698 ..... .....	1,457 ..... 36	2,239 ..... 1 281	2,079 ..... 1 420	2,085 ..... 1 263
Nova Scotia..... 1. 2. 3.	13,006 1,276 .....	8,960 1,043 .....	6,730 980 .....	5,801 783 .....	6,811 2,680 .....	5,440 954 .....	5,957 967 .....	7,241 800 .....	8,785 1,132 216	12,018 1,264 1,986	11,584 1,452 2,626	10,471 1,347 2,839
New Brunswick..... 1. 2. 3.	12,213 505 .....	8,262 576 .....	6,048 175 .....	5,117 121 .....	5,759 89 .....	4,647 44 .....	5,362 34 .....	7,096 55 .....	9,242 74 285	10,194 40 1,576	9,493 63 2,135	9,391 57 2,794
Quebec..... 1. 2. 3.	73,462 8,081 .....	53,539 8,203 .....	42,881 6,483 .....	34,701 5,029 .....	32,757 3,162 .....	29,439 1,914 .....	32,009 2,048 .....	40,811 3,094 .....	62,483 3,670 2,428	69,653 3,456 9,193	68,840 3,005 11,936	64,073 2,427 15,434
Ontario..... 1. 2. 3.	57,093 6,271 .....	34,881 6,251 .....	26,638 6,528 .....	24,363 5,144 .....	27,700 3,231 .....	19,935 2,761 .....	22,211 5,722 .....	28,705 7,083 .....	42,511 4,245 1,887	49,264 2,084 5,352	44,346 1,834 6,984	37,248 1,765 7,335
Manitoba..... 1. 2. 3.	13,914 47 .....	14,803 40 .....	6,803 25 .....	4,904 13 .....	5,894 4 .....	4,446 11 .....	4,606 17 .....	7,256 20 .....	10,602 92 500	13,477 92 1,916	13,010 28 2,322	12,151 38 2,730
Saskatchewan..... 1. 2. 3.	6,025 30 .....	2,958 41 .....	2,113 31 .....	1,714 15 .....	2,263 8 .....	1,472 12 .....	1,909 15 .....	4,315 37 .....	7,820 16 207	10,341 45 1,305	9,654 32 1,746	8,083 46 2,116
Alberta..... 1. 2. 3.	7,639 2,339 .....	4,550 2,519 .....	3,407 2,281 .....	3,330 1,438 .....	4,948 2,756 .....	2,814 3,107 .....	3,416 1,691 .....	6,456 1,696 .....	8,758 1,689 310	11,869 742 1,166	11,952 1,527 1,655	9,858 2,812 1,711
British Columbia..... 1. 2. 3.	24,627 1,311 .....	17,542 683 .....	14,009 707 .....	11,761 620 .....	11,998 194 .....	10,146 827 .....	13,765 1,129 .....	21,208 1,001 .....	29,945 1,366 999	38,416 487 3,856	32,040 795 4,953	26,619 1,232 5,160
Total..... 1. 2. 3.	209,905 19,880 .....	146,453 19,556 .....	109,433 17,210 .....	92,520 13,163 .....	98,930 12,124 .....	79,263 9,630 .....	90,301 11,623 .....	124,794 13,789 .....	183,268 12,244 6,833	220,539 27,103 .....	208,039 8,736 35,758	184,538 9,925 41,932

1. Ordinary active.  
2. Short-time and casual  
3. Supplementary

**APPENDIX XIV**  
**GROSS AMOUNT OF BENEFIT PAID OUT MONTHLY, BY PROVINCES**  
**DURING THE FISCAL YEAR 1950-1951**

Provinces	Amount Paid \$	April 1950 \$	May \$	June \$	July \$	August \$	Sept. \$	Oct. \$	Nov. \$	Dec. \$	Jan. 1951 \$	Feb. \$	March \$
Newfoundland..... 1. 2.	660,005 122,094	22,441 13,827	26,538 25,488	18,279 3,279	16,478 249	19,819 451	14,992 .....	23,864 .....	24,995 17	31,962 .....	91,227 3,613	126,277 18,372	243,133 56,795
Pr. Edward Island. 1. 2.	524,970 56,632	76,734 24,400	51,284 1,697	28,383 .....	17,719 .....	17,560 .....	15,945 .....	18,227 .....	18,986 .....	23,307 .....	73,528 3,406	88,394 10,660	99,903 16,469
Nova Scotia..... 1. 2.	4,951,000 410,266	723,642 175,187	616,358 16,223	424,621 .....	295,096 .....	267,525 .....	276,541 .....	251,811 .....	266,381 .....	279,210 .....	478,853 29,627	525,142 82,105	545,820 107,124
New Brunswick..... 1. 2.	3,754,499 572,700	533,438 259,322	511,746 143,383	339,261 32,009	241,345 5,400	219,768 920	199,858 .....	191,293 .....	224,640 .....	233,307 9	353,937 17,773	344,403 48,017	361,503 65,867
Quebec..... 1. 2.	29,236,890 3,257,371	4,114,607 1,163,103	3,469,605 702,229	2,405,010 245,562	1,861,404 30,270	1,723,931 9,401	1,428,354 9,644	1,309,713 1,373	1,464,261 588	1,785,405 215	3,100,612 154,509	3,118,165 367,887	3,455,823 572,590
Ontario..... 1. 2.	20,605,747 1,065,297	3,362,005 416,127	2,584,993 8,901	1,575,861 925	1,212,731 435	1,156,007 44	999,150 15	916,044 19	1,071,198 .....	1,270,168 9	2,201,986 107,980	2,116,579 223,170	2,139,024 307,672
Manitoba..... 1. 2.	4,923,646 293,814	674,641 92,743	602,161 1,136	476,429 80	255,623 48	223,222 .....	207,267 .....	177,823 .....	211,395 .....	291,474 .....	544,809 28,399	603,211 67,136	655,591 104,272
Saskatchewan..... 1. 2.	2,725,171 231,378	408,269 73,733	234,381 2,596	120,705 51	83,119 .....	78,653 .....	68,371 51	63,232 .....	88,828 .....	188,997 .....	430,727 21,166	467,560 55,300	492,329 78,481
Alberta..... 1. 2.	3,918,528 209,158	498,035 57,531	358,940 2,060	218,190 2	172,420 .....	184,299 .....	174,720 .....	157,662 .....	171,384 .....	282,359 47	491,515 21,185	556,078 50,380	642,926 77,953
British Columbia... 1. 2.	11,831,064 715,650	1,441,454 211,670	1,130,652 5,935	777,187 212	570,679 .....	522,208 .....	458,599 .....	461,235 .....	642,035 .....	912,629 .....	1,600,082 74,503	1,643,752 170,538	1,670,552 252,792
Total..... 1. 2.	\$83,131,520 9,934,300	11,856,267 2,487,643	9,586,658 903,648	6,378,926 282,120	4,726,614 36,402	4,412,992 10,819	3,843,797 9,710	3,570,904 1,392	4,184,103 605	5,308,818 280	9,367,276 462,161	9,589,561 1,033,563	10,306,604 1,640,015

1. Regular benefit.  
2. Supplementary benefit.

## APPENDIX XV

## ANALYSIS OF SUPPLEMENTARY BENEFIT CLAIMS BY CLASSES; ALL DISALLOWED CLAIMS AND DISQUALIFICATIONS; ALSO INTERSTATE CLAIMS DURING THE FISCAL YEAR 1950-1951

Supplementary Claims by Classes	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
Class 1.....	53,801	884	689	3,807	2,793	17,689	10,677	3,545	2,862	2,509	8,346
Class 2.....	32,684	1,835	360	1,904	2,064	12,541	6,256	1,568	1,342	1,355	3,459
Class 3.....	514	2	.....	22	58	339	79	10	.....	2	2
Class 4.....	61	.....	.....	.....	.....	36	18	1	.....	3	3
Total.....	87,060	2,721	1,049	5,733	4,915	30,605	17,030	5,124	4,204	3,869	11,810
Reasons for Regular Claims Disallowed											
Insufficient Contributions											
(Not 180 days; not 60 nor 45 days)	184,024	7,603	1,709	11,980	11,280	61,010	39,970	10,783	7,552	8,779	23,958
Class "0" contributions.....	306	.....	.....	4	5	192	81	11	3	2	8
Under 16 years of age.....	19	.....	.....	.....	.....	11	1	6	.....	1	.....
Total.....	*184,949	7,603	1,709	11,984	11,285	61,213	40,052	10,800	7,555	8,782	23,966
Reasons for Disqualification											
Not unemployed.....	32,672	152	56	1,117	664	10,575	11,104	2,704	1,017	994	4,289
Not capable of work.....	5,213	44	5	1,943	165	1,535	1,796	136	133	157	989
Not available for work.....	10,039	179	37	363	320	3,327	3,440	760	285	397	925
Not unable to obtain suitable employment.....	89	.....	2	19	.....	25	28	.....	.....	5	16
Loss of work due to labour dispute.....	3,621	5	6	232	213	775	987	214	95	88	1,000
Neglect of offer of work.....	15,316	7	103	457	298	6,028	4,766	589	525	603	1,940
Neglect of opportunity to work.....	1,850	2	1	77	6	324	577	62	43	24	234
Failure to carry out written direction.....	893	.....	9	12	25	324	127	102	153	25	32
Non-attendance at course of instruction.....	8,915	10	24	424	199	3,806	2,795	13	6	11	18
Employment lost by own misconduct.....	52,435	256	190	2,499	1,672	18,397	15,910	3,004	1,171	2,289	351
Voluntarily leaving without just cause.....	32	2	.....	1	4	13	11	.....	.....	.....	6,847
Inmate of prison.....	16	.....	.....	.....	.....	5	.....	.....	.....	.....	1
Resident outside of Canada.....	55(2)(3) (i) - Other.....	.....	.....	.....	1	190	7	25	1	4	10
Prescribed manner.....	8,808	111	32	323	168	1,551	2,373	845	323	369	2,713
Seasonal employment.....	1,478	41	1	194	110	849	227	27	1	1	2
Misrepresentation.....	195	.....	.....	2	.....	159	22	4	1	2	5
Married women.....	12,762	.....	55	486	463	5,052	3,177	931	443	605	1,541
Total.....	153,388	818	534	6,402	4,313	53,217	47,352	9,390	4,296	5,847	20,959

\*87,060 of these claimants qualified for supplementary benefit in subsequent months.

## INTERSTATE CLAIMS BY PROVINCES

Claims Filed in Canada											
By U.S.A. claimants.....	926	1	4	36	26	483	186	30	6	28	126
Claims Filed in U.S.A.											
By Canadian claimants.....	698	.....	.....	1	17	119	259	51	10	27	214



## APPENDIX XVI

NUMBER OF RENEWAL AND REVISED CLAIMS FOR BENEFIT RECEIVED BY PROVINCES; DISPOSAL OF THE CLAIMS;  
 ANTEDATES; EXTENSION OF QUALIFYING PERIOD, AND DEPENDENCY IN THE FISCAL YEAR 1950-1951

Provinces	Total	New- foundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia
<b>Renewal and Revised Claims</b> (Incl. Supplementary Benefit)											
Pending March 31, 1950.....	7,698	10	27	315	312	2,380	2,531	429	130	316	1,248
Received from April 1, 1950 to March 31, 1951.....	482,794	2,303	2,392	28,002	19,969	100,479	131,536	28,425	12,782	20,295	76,611
Total.....	*490,492	2,313	2,419	28,317	20,281	102,859	134,067	28,854	12,912	20,611	77,859
<b>Disposal of Renewal and Revised Claims</b>											
Allowed.....	379,140	1,665	2,000	23,767	17,091	123,047	101,611	21,342	9,956	16,461	62,200
Disqualified.....	82,824	200	326	3,302	2,276	30,406	24,407	5,078	2,172	2,812	11,845
Not entitled.....	† 8,837	360	21	488	290	2,589	2,589	700	237	427	1,113
Appeals to Courts of Referees.....	12,462	4	34	435	248	3,780	4,013	1,208	400	552	1,788
Appeals to Umpire.....	85	.....	.....	2	1	21	36	12	2	7	4
Pending on March 31, 1951.....	7,144	84	38	323	375	2,993	1,411	514	145	352	909
Total.....	490,492	2,313	2,419	28,317	20,281	102,859	134,067	28,854	12,912	20,611	77,859
<b>Antedates</b> —Approved.....	6,824	85	85	1,037	710	1,440	1,293	819	164	278	663
—Not approved.....	2,013	21	9	224	102	600	438	216	85	158	160
<b>Ext. of Qualifying Period</b>											
—Approved.....	9,236	7	75	583	383	2,324	2,280	682	392	543	1,967
—Not approved.....	1,972	2	6	35	73	931	346	256	25	100	198
<b>Dependency—Not Approved</b> .....	10,538	219	46	569	355	4,495	2,822	346	133	211	1,342

\*This includes revised claims which have been subjected to one or more adjudications, as well as supplementary renewal claims.

†This figure is made up of revised claims containing requests for antedating; extension of the two-year period and dependency rate which has not been granted.

**APPENDIX XVII**  
**APPEALS AND REFERENCES TO COURTS OF REFREES AND APPEALS TO UMPIRE**  
**DURING THE FISCAL YEAR 1950-51**

Provinces	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
<b>Courts of Referees</b>											
Cases Received	334			19	7	78	130	29	14	13	44
Pending March 31, 1950	11,287	4	28	408	197	3,417	3,664	1,082	339	504	1,654
Apr. 1, 1950 to Feb. 28, 1951	1,237		6	30	51	383	386	126	43	66	146
Month of March, 1951											
Total	12,868	4	34	457	255	3,878	4,180	1,237	396	583	1,844
<b>Disposal</b>											
Appeals by Claimants	2,108	1	3	107	27	511	637	200	43	123	456
Allowed	9,974	1	29	307	198	3,170	3,267	908	333	436	1,325
Disallowed											
References by Ins. Officer	24			3		8	11				
Allowed	47					12	26				
Disallowed											
Total Heard	12,153	2	32	417	225	3,701	3,941	1,109	377	559	1,790
Withdrawn	306	2	2	29	6	26	130	86	3	13	9
Pending on March 31, 1951	409			11	24	151	109	42	16	11	45
Total	12,868	4	34	457	255	3,878	4,180	1,237	396	583	1,844
<b>Appeals to Umpire</b>											
Pending March 31, 1950	37			1		13	15	3	2	1	2
Appeals by Claimants	54			2	1	12	23	10		4	2
Apr. 1, 1950 to Feb. 28, 1951	21	1				4	10	3	1	2	
Month of March, 1951											
Appeals by Associations	14					2	5			3	4
Apr. 1, 1950 to Feb. 28, 1951	1										1
Month of March, 1951											
Appeals by Ins. Off.	45			3		12	16	3	1	4	6
Apr. 1, 1950 to Feb. 28, 1951	1					1					
Month of March, 1951											
Total	173	1		6	1	44	69	19	4	14	15
<b>Disposal</b>											
Appeals by Claimants	13				1	2	6	1	1	1	1
—Not Upheld	38			3		10	20	4			
Appeals by Associations	1					1					
—Not Upheld	11					2	3				
Appeals by Ins. Off.	37			1		13	11	3	2	1	6
—Not Upheld	10					4	3				
Withdrawn	1										
Referred back to Court of Referees	1										
Pending on March 31, 1951	61	1		1		12	26	11	1	6	3
Total	173	1		6	1	44	69	19	4	14	15

## UNEMPLOYMENT ASSISTANCE—NEWFOUNDLAND—FROM APRIL 1, 1950 TO MARCH 31, 1951

REASONS FOR INELIGIBILITY AND DISQUALIFICATIONS			
<i>Applications Received</i>	<i>Total</i>	<i>Initial</i>	<i>Renewal</i>
Pending on March 31, 1950.....	5,010	4,464	78
Corner Brook.....	4,297	3,189	913
Grand Falls.....	2,565	1,541	386
St. John's.....	12,242	8,631	583
Total.....	24,114	17,825	1,242
<i>Postal Applications</i>			
(Unit & Ren. Included Above).....	11,418	10,944	474
<i>Disposal of Applications</i>			
Allowed.....			
Disqualified.....			
Ineligible.....			
Not entitled.....			
Appeals to Courts of Referees.....			
Sent to Umpire.....			
Pending on March 31, 1951.....			
Total.....			
<i>Active Applications*</i> <i>On March 31, 1951</i>			
Corner Brook.....	570	549	21
Grand Falls.....	205	193	12
St. John's.....	2,238	2,102	136
Total.....	3,013	2,844	169

REASONS FOR INELIGIBILITY AND DISQUALIFICATIONS			
<i>Ineligibility</i>	<i>Total</i>	<i>Disqualifications</i>	<i>Total</i>
Loss of employment more than six months prior.....	28	Not unemployed.....	80
Less than 30 p.c. of working days in insurable employment.....	6,342	Not capable of work.....	152
Average daily earnings less than 90c. or average daily contribution one less than 2c.....	90c.	Not available for work.....	197
(Code N4) Application not in prescribed manner.....	7	Not unable to obtain suitable employment.....	3
(Code N6) Under 16 years of age.....	1,007	Seasonal employment.....	75
(Code N6) Persons who have lost their employment outside of Nfld.....	17	Loss of work due to labour dispute.....	10
(Code N7) Lost employment prior April 1949 and did not make application until after Sept. 30, 1949.....	7	Refusal of offer of work.....	32
(Code N8) Has already established one assistance period which has expired.....	358	Refusal of opportunity to work.....	6
Total.....	7,836	Failure to carry out written direction.....	63
		Employment lost by misconduct.....	609
		Voluntary leaving without just cause.....	...
		Inmate of prison.....	...
		Resident outside of Canada.....	...
		Prescribed manner.....	162
		Additional conditions 55(2)(b) (ii).....	23
		Married women.....	...
		Total.....	1,419

Antedates.....	126
Antedates — Approved.....	83
Dependency—Not Approved.....	330
Disqual. (Sec. 44(2)).....	1
CUMULATIVE AMOUNT OF ASSISTANCE PAID (Gross)	
From April 1, 1950 to March 31, 1951.....	\$3,260,382

## COURTS OF REFEREES

Pending on March 31, 1950	Appeals by Claimants	Referrals by Insurance Officers	Total		Withdrawn	Pending on March 31, 1951
			Allowed	Disallowed		
17	141	..	6	141	9	2
			158			

\*Exclusive of short-time and casual claimants.

## APPENDIX XIX

## UNEMPLOYMENT INSURANCE FUND

## BALANCE SHEET

AS AT MARCH 31, 1951

## ASSETS

Cash on deposit with Receiver General.....	\$ 2,598,590.61
Amount on deposit with chartered banks for benefit warrant settlements.....	540,000.00
Advances to local offices for payment of benefit by cash.....	1,496,000.00

## Investments:

Dominion of Canada and Canadian National Railways	
Bonds—at cost	
(Par Value \$652,847,500.00).....	\$665,195,283.15
Deduct: Amortization of premium less accumulation of discount.....	4,363,575.68
Book Value.....	\$660,831,707.47
Accrued interest on investments.....	4,952,703.15
	<u>665,784,410.62</u>
	<u>\$670,419,001.23</u>

## LIABILITIES

Unredeemed benefit warrants.....	\$ 1,230,136.72	
Contributions refundable to unlocated persons.....	811.58	
	<u>1,230,948.30</u>	
Deposits:		
From employers under Bulk Payment Method.....	\$ 4,228,278.43	
Advance from Votes 170 & 635—Unemployment Assistance, Newfoundland.....	379,397.71	
	<u>4,607,676.14</u>	
Balance at Credit of the Fund:		
Balance at March 31, 1950.....	\$582,646,972.52	
Add—Net Revenue for period April 1, 1950 to March 31, 1951.....	81,933,404.27	
	<u>664,580,376.79</u>	
	<u>\$670,419,001.23</u>	

Note: This balance sheet will not agree with the balance sheet included in the Public Accounts 1950-51, as it includes certain transactions during April 1950 applicable to the fiscal year 1949-50 and does not include certain transactions during April 1951 applicable to the fiscal year 1950-51.



## APPENDIX XX

UNEMPLOYMENT INSURANCE FUND  
STATEMENT OF REVENUE AND EXPENDITURE  
FOR THE PERIOD APRIL 1, 1950 TO MARCH 31, 1951

## REVENUE

## Contributions:—

## Employers and Employees—

Stamp Method.....	\$ 63,600,650.50
Meter Method.....	16,434,432.30
Bulk Payment Method.....	45,511,282.01

## Department of Veterans

## Affairs:

Armed Services..	\$3,177,006.83
Special Force....	20,877.20
	<u>3,197,884.03</u>

Government of Canada.....	128,744,248.84
	<u>25,744,709.21</u>

154,488,958.05

## Reimbursements from Votes 585 and 597 re Supplementary

Benefit Classes 3 and 4.....	1,791,483.95
------------------------------	--------------

Fines Received.....	34,656.50
---------------------	-----------

## Income from Investments:—

Net interest earned after provision for amortization of premium and accumulation of discount.....	15,559,711.52
Profit on Sale of Securities.....	71,135.54
	<u>\$171,945,945.56</u>

## EXPENDITURE

## Benefit Payments:—

Ordinary.....	\$ 83,082,101.75
---------------	------------------

## Supplementary—

Classes 1 and 2.....	\$ 5,190,949.79
Classes 3 and 4.....	1,739,489.75
	<u>6,930,439.54</u>

90,012,541.29

Excess of Revenue over Expenditure.....	<u>81,933,404.27</u>
---	----------------------

171,945,945.56











OTTAWA

Edmond Cloutier, C.M.G., O.A., D.S.P.,  
King's Printer and Controller of Stationery,

1951

Gov. Doc  
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Canada (Unemployment)  
Insurance Commission

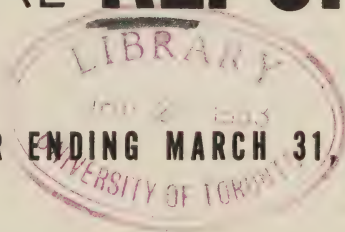
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# ELEVENTH ANNUAL **REPORT**

1951/52

FISCAL YEAR ENDING MARCH 31, 1952



THE UNEMPLOYMENT INSURANCE COMMISSION  
OTTAWA, CANADA





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CANADA

## UNEMPLOYMENT INSURANCE COMMISSION

June 25th, 1952

*To the Hon. Milton F. Gregg,*  
MINISTER OF LABOUR.

SIR,

We have the honour to submit herewith for the information of Parliament the eleventh Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1951, to March 31, 1952, except where otherwise indicated.

The report is prepared in compliance with Section 99 of the Unemployment Insurance Act.

Respectfully submitted,

A cursive signature in dark ink, reading "J. Bisson".

CHIEF COMMISSIONER.

A cursive signature in dark ink, reading "R. J. Tallon".

COMMISSIONER.

A cursive signature in dark ink, reading "C. A. L. Murchison".

COMMISSIONER.





# UNEMPLOYMENT INSURANCE COMMISSION

---

## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1952

### INTRODUCTION

The year was marked by great acceleration in the development of Canada's natural resources. Stimulated by the demands of a heavy defence program, national energies concentrated on discovering and producing more and more essential raw materials to be turned into manufactured products. The great oil deposits of the Prairie Provinces were actively exploited and funnelled through miles of new pipe lines to refining agencies. Steps were taken designed to harness the untamed power resources of British Columbia for the manufacture of aluminum on a large scale. Woods industries of the Pacific Coast expanded. Far to the east, in Labrador, what is said to be one of the greatest iron ore deposits on the North American continent was being developed. In Ontario, Quebec and Manitoba mining proceeded at high speed. The hands of industry reached far up into the north and northwest for basic materials.

It was obvious that Canada's increasing importance in the field of international affairs was reflecting itself at home. Canada had arrived and taken her place among the great nations. Attention was focused on her resources, energy and ability to furnish the world with necessary things. In the great manufacturing sections of Ontario and Quebec, large plants were springing up. Others were being enlarged. The demand for new construction was everywhere apparent. The Canadian dollar rose to a parity with that of the United States.

In this atmosphere of aggressive development, the Commission's organization functioned during the fiscal year 1951-52. Such prosperity could mean nothing but high employment, and this, generally speaking, was experienced throughout the country. Canada's civilian labour force reached a peak of 5,421,000 in August, 1951, the highest figure yet recorded in the history of the country.

During the severe winter, when many activities are necessarily reduced or closed down entirely, there was the usual record of seasonal unemployment. However, while the close of the fiscal year saw a total of 385,000 unemployed persons registered for employment in the offices of the Commission, the figures were decreasing and it was anticipated that the coming months of warmer weather would eliminate much of this condition.

As might be expected under the circumstances, immigration to Canada from Great Britain and continental Europe was extensive during the year. Expansion in various lines of industry meant increased employer demands and greater employment opportunities. Officials of the Unemployment Insurance Commission who were engaged with the movement of immigrants found themselves fully occupied. An appreciable number of the Commission's employees found it necessary to give practically their entire time to this work.

Manpower needs emphasized still more the importance of utilizing all experienced workers. For some time it has been apparent to the Commission that many workers in the older age group can perform useful work if they are properly counselled and directed. As an experiment a special counselling service, entirely for middle-aged and elderly applicants, was set up in the Toronto office of the Commission. Results have been good. One of its chief achievements was the restoration of morale among older workers who had lost their grip and were unable to obtain employment. After suitable counselling, and armed with helpful suggestions, many of these men went out and succeeded in finding their own jobs. For others, employment was found by officers of the Commission. In view of the success of the Toronto experiment, it has been decided to expand this type of work and develop it in other offices of the Commission.

In the field of unemployment insurance, generally prosperous conditions were reflected in an increased fund. At the close of the fiscal year the balance in the unemployment insurance fund stood at \$778,199,351.43.

During the year the sum of \$90,164,016.20 had been paid in benefit. Even in prosperous times, there is always a certain measure of unemployment, much of it temporary. The insurance program is of material assistance in bridging these employment gaps.

The Commission feels that reference should once again be made to the generally high standard of efficiency, courtesy and loyalty maintained by its staff. The Commission appreciates the fact that success achieved during the year has been due in large measure to these qualities. It thanks the staff for giving excellent service throughout the year.

### EMPLOYMENT

The fiscal year under review opened with some apprehension as to the labour supply required to meet the defence program. The civilian economy was operating at a very high level. However, demands for the defence program were less than had been anticipated, and no real shortages developed during the heavy employment months of the summer. With the heavy flow of immigration in the late months of the calendar year added to the usual slackening in employment, a situation developed where there were considerably more workers available than there were jobs for them. The employment service assisted in meeting shortages during the early part of the year and found jobs for as many workers as possible during the latter part.

### PRIMARY INDUSTRIES

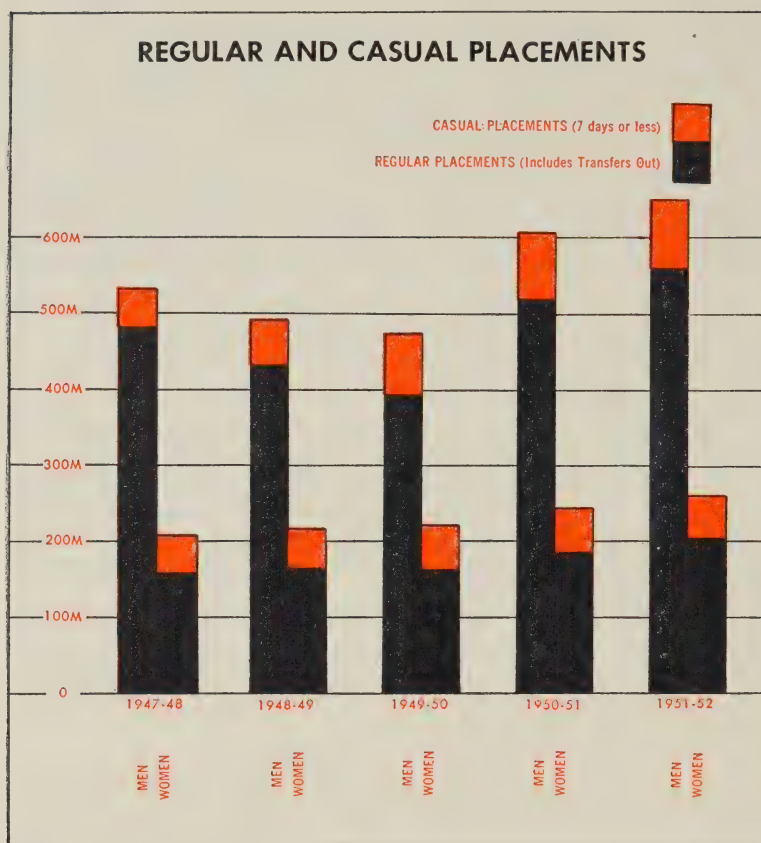
A strong demand for workers by most primary industries was an outstanding feature of the year. Loggers and bush workers were particularly needed. This demand for loggers, continuing through the summer months, contributed to shortage in agriculture and to some extent in the mines.

The high employment in forestry is revealed by labour force survey reports for August 1949 to 1951. The figures quoted below show the number of persons with jobs in forestry and agriculture:

	<i>August 20, 1949</i>	<i>August 19, 1950</i>	<i>August 18, 1951</i>
Forestry	43,000	71,000	104,000
Agriculture	1,235,000	1,151,000	1,088,000

Workers with jobs in forestry increased substantially whereas the number decreased in agriculture. Not all of those who left agriculture went into forestry. The decline in the number employed in agriculture was the result of relatively favourable working conditions offered in other industries.

The shortage of workers in agriculture was general throughout most farming areas of Canada but was most apparent in Ontario. Drought in British Columbia reduced farm labour demand in that province but some shortages would have occurred with a normal crop. New Brunswick, which is normally self-sufficient except for



short seasons, had to bring men from Newfoundland and Cape Breton Island.

The facilities of the National Employment Service of the Unemployment Insurance Commission, the Immigration Branch of the Department of Citizenship and Immigration, and the Department of Labour, were utilized to supply workers to primary industries where labour was in short supply. The employment offices of the Commission were used extensively by woods operators, farmers, and mine operators to recruit men locally and from areas of temporary surplus.

Canadian workers were not available in the quantity required by primary industries but the shortage was relieved by immigrant arrivals brought forward against orders placed by employers. It was not possible to bring immigrants in sufficient number to satisfy requests of woods operators, but approximately 4,000 were supplied. Approximately 1,800 immigrants were assigned to mining. Approximately 20,000 immigrants, including dependents, were brought to Canada for farm work under the various immigration schemes. The National Employment Service co-operated with all



the agencies in the placement of immigrants for the primary industries. It is frequently necessary to make several placements before immigrants become established. These placements and the follow-up of problem cases involve a heavy volume of work.

Total approximate placements of workers in the main primary industries in the fiscal year were as follows: Agriculture 46,000; forestry 47,000; mining 16,000.

To provide for heavy seasonal demand in agriculture it was necessary to arrange for transfer of a substantial number of workers under the provisions of Dominion-Provincial Farm Labour Agreements. These movements, with the number of workers involved, are shown hereunder:

Hay making in P.E.I. ....	From Nova Scotia, Newfoundland and Cape Breton Island. ....	73
Hay making in N.B. ....	From various points in New Brunswick and Newfoundland. ....	71
Berry picking in B.C. ....	From Alberta and Saskatchewan .....	130 (women)
Hay and grain harvest in Ontario. . .	From Maritimes, including Newfoundland. ....	727
	From Prairie Provinces. ....	476
Beet blocking, St. Hilaire, Quebec. .	From various points in Quebec. ....	871
Grain harvest in Prairie Provinces. .	From Ontario. ....	1,466
	From Quebec. ....	411
Potato picking in P.E.I. ....	From Nova Scotia and Cape Breton Island. ....	330
Potato picking in N.B. ....	From various points in New Brunswick to Woodstock, N.B. ....	225
Apple picking in N.S. ....	From various points in Nova Scotia. .	150
Beet harvest, St. Hilaire, Quebec. .	From various points in Quebec. ....	150

International Movements.—Under standing agreements the exchange of farm workers between Canada and the United States was continued in 1951, with the following movements organized:

Tobacco workers from United States to Ontario.....	1,463

#### SERVICE TO MANUFACTURING INDUSTRIES

The expansion in some lines of manufacturing which began in 1950 as direct and indirect result of the government's defence program continued into the fiscal year under review with noteworthy effects upon the employment market. While labour surpluses were recorded in certain manufacturing fields, because of curtailment of production, shortages developed in many industries engaged in defence and related work, tending to check the spread of unemployment and providing a strong stabilizing influence.

Machine shop and other metal working craftsmen, automobile repair mechanics, chemical workers, occupations utilized in the manufacture and repair of aircraft, and skills needed for production of heavy machine tools and electrical equipment were among the trades for which demand was heaviest. This demand continued throughout the year and despite the recruitment in Britain and

continental Europe of certain classes of skilled workers such as general machinists, fitters, tool and die makers, gunsmiths, sheet metal workers, aero engine fitters, machine tool operators, etc., for employment in plants producing defence materials, the need was not completely satisfied.

On the other hand in civilian industries high prices and buyer resistance, heavy inventories in some lines and material shortages in others, restrictions on credit buying, declines in foreign markets and disturbances in industrial relations as well as the usual seasonal influences on productive activities all combined to produce an employment picture of many hues. The country witnessed labour shortages in some industries side by side with idle productive capacity and unemployment.

This in brief indicates the outstanding labour supply situations with which the Commission's local offices had to deal in providing service to applicants and employers in the manufacturing segment of the country's economy. The total labour force employed in manufacturing reached approximately 1,400,000 during the year. The employment service, in the twelve months, succeeded in filling some 202,000 vacancies in manufacturing establishments.

#### CONSTRUCTION

Indications in March and April, 1951, forecast a demand for construction workers far beyond the potential supply. However, the situation was considerably relieved by a reduction in residential construction permitting the utilization of workers in the various defence and industrial projects. In every region across Canada defence construction projects were commenced.

In addition to the defence work many large hydro developments, highway construction and civic public works were started. At Kitimat, British Columbia, there was a progressively increasing demand for workers as the construction at the aluminum plant advanced beyond the preliminary stages. At Lynn Lake in Manitoba the construction of a railroad into the northern mining area resulted in the employment of a large number of construction workers.

Although towards the end of the construction season shortages of steel and cement caused temporary lay-offs in some areas, at all times throughout the summer demands continued for skilled construction workers. The particular skills in short supply were plumbers, steamfitters, sheet metal workers, mechanics and operators of heavy construction equipment, and plasterers.

#### TRANSPORTATION

The volume of business throughout 1951 kept the railways at maximum employment. Upon the introduction of the forty-hour week, an increased demand for workers arose and was satisfactorily met. Air transportation was well maintained throughout the year, especially in passenger service, but skilled aircraft tradesmen of all classes were in short supply. Highway transportation was also very active. A busy shipping season was reported from

all points, and as no serious labour disputes occurred employment was constant.

#### FINANCE AND INSURANCE

Conditions in the finance and insurance fields remained at a constant high peak, and some difficulty was encountered in obtaining suitable employees, particularly male.

#### WHOLESALE AND RETAIL

Except for the customary seasonal fluctuations, the wholesale and retail trades have remained constant during 1951. Retail sales as a whole were heavy and as a result new employees have been in steady demand.

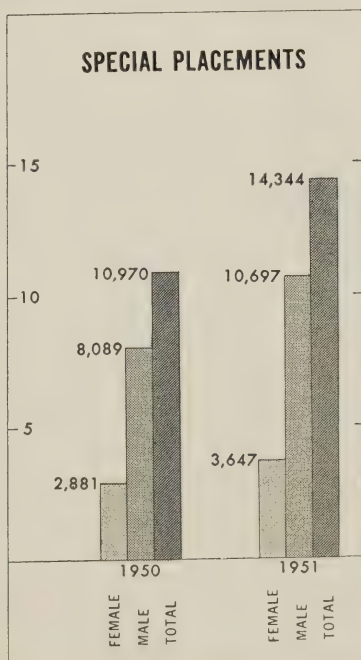
#### SPECIAL PLACEMENTS

Special placements is the name given to that phase of the work of the employment branch which includes the following activities: the counselling and placement of the handicapped; the placement in employment of certain groups of older workers; the counselling and placement of new entrants to employment; the selection and referral of certain benefit claimants to courses of training; the development of testing facilities; and the placement of ex-inmates of federal penitentiaries. A brief summary of developments in these fields is given below together with a statement on the part which the special placements unit has taken in the setting up of the National Advisory Committee on the Rehabilitation of Disabled Persons.

#### COUNSELLING AND PLACEMENT OF HANDICAPPED

During the calendar year 1951, 14,344 jobs were found for physically handicapped persons in Canada by local offices. This represents an increase of more than 3,300 placements over the 1950 figures, which stood at 10,970. During 1951, 10,697 placements of male handicapped persons and 3,647 placements of female handicapped persons were made. These include placements of disabled veterans. Of a total of 3,248 placements of disabled veterans during the year, 3,207 were males and 41 females.

The effort put into the placement of the handicapped by special placements officers and other local office personnel is one of the most important factors in the favourable results reported above. Special place-





ments officers have helped materially to create a better appreciation of persons with disabilities on the part of employers, and regional supervisors of special placements, without exception, have promoted and developed the program in their respective regions. Mention should also be made of the extremely active work of the councils for the guidance of the handicapped in the cities of Montreal and Vancouver, while sub-committees of local employment committees in other large centres have done valuable work in publicizing the usefulness of the handicapped. A canvass of employers in Montreal in the interests of the handicapped brought gratifying results.

A considerable amount of publicity in newspapers, magazines and over the radio dealing with the abilities of the handicapped has resulted from activities of local offices and their successful efforts in placing handicapped in their communities. In addition, head office and regional officials have given addresses to various groups in an attempt to inform the public of the service available to the handicapped through the National Employment Service. An interesting exhibit at fairs throughout Canada demonstrated the value of the handicapped as workers. This aroused a good deal of interest throughout the country and helped communities to get a better understanding of the possibilities of using handicapped persons in many types of jobs.

The individual nature of the counselling and placement which local special placements officers have provided is largely responsible for the results to the extent recorded.

#### PLACEMENT OF OLDER WORKERS

It is the duty of special placements officers to counsel the older age worker, and the general placements units are responsible for placement activities on their behalf. However, in cases where there is a combination of age and disability involving difficult placement, special placements officers make necessary employer contacts in their endeavour to effect placement. The Commission was represented at the World Congress relating to older workers at St. Louis, Missouri.

#### NEW ENTRANTS TO EMPLOYMENT

Intensive vocational guidance, which involves dealing with a variety of personality problems, is increasingly becoming the responsibility of the government employment office. This practical assistance is part of the total guidance process, and one which people need and welcome, especially young people as they reach the point of actually seeking work.

Appreciating how bewildering to a young person of high school age the search for the first full-time job can be, the Unemployment Insurance Commission, since its inauguration in 1941, has proceeded to develop a youth placement and vocational guidance system. This calls for close co-operation between the local employment office and the youth-serving agencies of the community.



To place young persons in the right jobs involves a complete follow-through for every applicant, provision of all the facts about specific jobs, an appraisal of these facts in relation to their qualifications, arrangements for interviews with employers, and when the young applicant secures a job, a check-up to determine whether or not he or she has been satisfactorily placed.

Youth Guidance and Placement Councils, established in an increasing number of cities, clearly demonstrate that communities have availed themselves of the services of special placements officers in planning a vocational guidance program for youth. Special placements officers are encouraged to co-ordinate the work of educationalists, employers, organized labour, and youth-serving agencies, in assisting first-jobbers to choose, enter upon, and progress in, a given occupation in keeping with their background, interests and special skills, and in the light of existing requirements of the labour market.

#### SELECTION AND REFERRAL TO TRAINING COURSES

Special placements recommends training for certain applicants, directs claimants to courses of training, and approves as suitable for persons in receipt of benefit and referred to training courses, provincial and local schools, institutions and establishments where training is carried out. Complete co-operation is maintained with the Army Benevolent Fund program of vocational training for children of ex-members of the Canadian army, and the Canadian Vocational Training Branch of the Department of Labour. Benefit claimants may be directed to approved courses. Benefits are paid while in training.

During the year there has been an increase in the number of handicapped who have benefited from training courses, notably in the Atlantic and Prairie regions. Through the use of existing training facilities and with the co-operation of Canadian vocational training and provincial authorities, handicapped persons have been provided with valuable training which, in most instances, has resulted in their obtaining employment.

Conferences were held with officers of the Department of Transport and courses were approved to enable seamen to take training to qualify under the conditions established by a convention of the International Labour Organization.

## NUMBERS IN TRAINING

Date as at	Canada	Atlantic Region	Quebec Region	Ontario Region	Prairie Region	Pacific Region
1951						
April 30 .....	1,063	352	383	47	272	9
May 31 .....	861	287	300	45	215	14
June 30 .....	668	240	240	33	143	12
July 31 .....	583	251	161	28	131	12
August 31 .....	527	226	167	27	94	13
September 30 .....	627	235	220	33	127	12
October 31 .....	844	263	294	43	114	11
November 30 .....	833	277	337	53	155	11
December 31 .....	792	257	330	49	145	11
1952						
January 31 .....	1,071	282	435	126	217	11
February 29 .....	1,043	280	412	124	215	12
March 31 .....	1,110	301	375	98	324	12

## DEVELOPMENT OF TESTING FACILITIES

After two years' research, the special placements division has recently introduced a new employment aid to assist officers in individual diagnosis—a test unit. There are many occasions on which the use of standard test procedures helps in assessing the interests, abilities, and skills of certain applicants before they can be referred to a prospective employer with confidence that they possess the necessary job qualifications. Ottawa and Montreal have already set up test units. Expansion of this service will be continued.

## EX-INMATES OF FEDERAL PENITENTIARIES

In co-operation with the Penitentiary Commission and the John Howard Society, the special placements units and officers maintained and expanded the service to ex-inmates of federal penitentiaries who had requested assistance in securing employment. No separate statistical records are kept in this connection because of the confidential nature of the negotiations involved. It is the invariable practice, however, to inform prospective employers when men are sent to them who have a prison record. This action removes the fear from the mind of the ex-inmate of a federal penitentiary that his employer will learn of his record through some outside source.

## CO-OPERATION WITH OTHER DEPARTMENTS

The special placements section at head office has played an important part in the efforts of three federal government departments, Labour, National Health and Welfare, and Veterans Affairs, in setting up a National Committee on the Rehabilitation of Disabled Persons. The first step in this connection was the reproduction and distribution of the minutes of the Toronto Rehabilitation Conference held in February 1951. This was followed by stenographic and other assistance provided prior to

and during the first meeting of the National Rehabilitation Committee held in Ottawa in February, 1952, and the reproduction of the minutes thereof.

Among the recommendations of the Toronto Conference and of the National Committee were detailed resolutions recommending the expansion and strengthening of special placements units in the larger offices as the final, and extremely important, step in the rehabilitation process.

#### HOLIDAY HIRINGS

As in former years, local employment offices again in the 1951 Christmas season offered a special service to employers seeking short-time and part-time help. In the case of post offices alone, this resulted in recruitment through the National Employment Service of more than 20,000 casual workers. Similar gratifying results were achieved for many non-governmental employers.

#### EXECUTIVE AND PROFESSIONAL DIVISION

This division, which serves applicants who have technical, scientific, professional or executive qualifications, and employers seeking such personnel, has continued to show increased placements. Since its inauguration the average weekly placements have increased four-fold. This result has been obtained with no increase in staff, and is due to the greater use made of its service by Canadian employers, as well as added efficiency through experience.

During the year shortages occurred in certain technical occupations. Through the co-operation of the Department of Labour offices in London and on the continent, many suitable persons were located. The placement of these people helped greatly to alleviate the shortages. A great deal of assistance was also given in placing displaced persons possessing technical qualifications.

Activity on placement of university graduates was an important phase of the work. Before the end of the year, all 1951 graduates were placed in suitable positions. The work on behalf of 1952 graduates is now under way. The prospects are that all will be successfully placed, and even that shortages will appear in some categories.

Large numbers of inquiries continued to be received from persons in other countries seeking information about opportunities in Canada. These were all answered in as great detail as possible.

Continued efforts have been made to promote knowledge of the division through publicity over the radio, in the press, and addresses to boards of trade, professional societies, service clubs and other interested groups.

During the year a series of informational circulars on different professions was entirely revised and brought up to date, as well as enlarged. The original issue covered thirteen professions, the revised issue twenty-one.



### VETERANS' PLACEMENTS

Work on behalf of veterans, during the year, rather than lessening, increased slightly. Although some of the work performed by veterans' officers on behalf of the Department of Veterans' Affairs decreased, other items increased due to more applications for War Veterans' Allowances, aid from Service Benevolent Funds, treatment, etc. Increased numbers of Korean veterans asked for advice on many matters, and required assistance in finding employment or obtaining re-instatement.

Placement of veterans in employment held up well during the year. The fact that veterans' preference in referral is applied in the Commission's operations is reflected in the statistics concerning placement. In co-operation with Department of Veterans' Affairs and the Canadian Corps of Commissionaires, efforts have been continued to promote employment opportunities for older veterans. These efforts have had a large measure of success. Because of new and revised legislation on behalf of veterans, growing out of the Korean conflict, arrangements were made with the Department of Veterans' Affairs to hold short courses of instruction for veterans' officers of the Commission. These courses brought such officers up to date in the information needed in the handling of veterans' problems and inquiries, and thus greatly increased their efficiency.

### WOMEN'S DIVISION

Almost 265,000 women were placed in employment during the fiscal year ending March 31, 1952, an increase of 7.5 per cent over placements made in the previous year. Approximately 386,000 female vacancies were notified, 640,000 female applicants registered, and 404,000 were referred to vacancies.

The immigration of women to Canada in group movements continued as a major undertaking for the women's division, with nearly 3,000 women entering the country between April 1, 1951, and March 31, 1952, as domestic workers. The demand from Canadian employers for domestic workers in private homes and institutions continued at high level in the early part of the year. There were, however, indications, before its end, that economic conditions were affecting the general demand as in more and more households expenditures were curtailed to meet rising costs of living.

### SHORTAGE OF STENOGRAPHERS

In many local office areas there were unfilled orders for secretaries, stenographers and typists although competent women with good qualifications in these classifications were available. However, it was generally the experience of placement officers that most of these applicants were married or in the older-age brackets, and thus could not meet requirements of employers' orders in many instances. Despite efforts of employment officers to persuade employers to consider such applicants, the general trend was for single women well under thirty years of age.



Speaking generally, women assumed a larger place in the labour market. At mid-year 1951, of the total number of workers, male and female, women comprised the following: managerial 10.8 per cent; professional 35.2 per cent; clerical 56.1 per cent; communication workers 44.3 per cent; commercial group 41.1 per cent; service group 50.7 per cent; agricultural group 9.9 per cent; and manufacturing and mechanical group 20.2 per cent.

#### ANALYSIS AND DEVELOPMENT

Towards the middle of the fiscal year the analysis and development division of the employment branch assumed greater responsibility for assessing the effectiveness of existing placement methods and techniques, and developing new instructions and procedures in keeping with changing conditions. These concerned such major changes as the amalgamation of employer relations work with that of selection and segregation of the claims taking function from that of employment registration.

#### AMALGAMATION OF EMPLOYER RELATIONS WITH SELECTION

In previous reports mention has been made of the importance of employer relations work in promoting the use of the employment service by employers. This work received a new impetus in the amalgamation of the employer relations function with that of selection in the Commission's employment offices. It has now become the responsibility of the officer who selects applicants to ascertain the employer's needs as well as to refer applicants. By visiting employers, these officers gain a better insight into employers' manpower requirements. The more suitable selection work thus achieved results in satisfaction with the service on the part of both employer and applicant.

#### SEGREGATION OF CLAIMS TAKING FROM EMPLOYMENT REGISTRATION

A second major change in procedure introduced in local offices was the segregation of claims taking from registration for employment. Formerly employment registration officers carried on the dual tasks of interviewing the applicant regarding his past work experience and other qualifications for employment, and of taking the claim for unemployment insurance benefit. This procedure resulted in an overburden of claims taking work for employment officers during the winter months, normally heavier in unemployment. The Commission decided to assign responsibility of claims taking solely to the insurance branch and also to combine the work of registering applicants with that of selection. Henceforth, the local office will hire casual staff whenever loads of claimants become too onerous to be handled by the regular staff without disrupting essential functions, such as that of placement. Pilot studies, conducted in some ten local offices across the country, indicated that the new procedure permits employment officers to concentrate on locating much needed job opportunities. It demonstrated, also, that by devoting

full time to employment functions these officers gained a better insight into applicant qualifications and, as a result, could achieve more qualitative placements. This procedure is now in operation in all local offices where there is sufficient staff to carry on separately the two major functions of the Commission.

#### PREFERENCE IN REFERRAL

As Canada's defence program gained momentum a preference in referring applicants in short supply occupations was extended to employers heavily engaged in defence production. This preference, however, is administered on a voluntary counselling basis and no pressure is exercised on applicants to accept preferred employments. The preference is also extended to defence construction projects.

#### OCCUPATIONAL RESEARCH

The job analysis and job specification program inaugurated towards the close of the last fiscal year continued with emphasis on training officers of the Commission in Ontario and Quebec to become job analysts. Certain sections of the technical handbook setting forth the job analysis technique were revised. The preparation of the technical handbook in final form brought to a close the experimental stage of the program. The benefits of this placement aid will now be extended to the majority of the Commission's local offices.

During the year under review, activities of the division in the field of oral trade questions centred mainly on closing the gap between the number of oral trade questions issued in French and the larger number issued in English. The Department of Citizenship and Immigration expressed interest in this subject and sets of oral trade questions were made available to that department in order that it may appraise, through its offices in Europe, the extent of their usefulness as a means of screening prospective immigrants who claim qualifications in a specific occupation or trade.

Assistance was rendered to the Department of National Defence in the development of an occupational classification to be used on a tri-service basis, for grouping together services trades similar in work content. The Commission was represented on the Joint Services Job Analysis Committee, whose purpose is to co-ordinate the job analysis efforts of the three armed services.

#### STATISTICAL AND OTHER REPORTS

Throughout the year numerous requests were received for statistical, as well as qualitative, information on employment, unemployment, lay-offs, and industrial disputes. In addition, information was furnished through the local and regional offices' regular weekly and monthly summaries. These summaries contain operational statistics and narrative statements on employment conditions. Reports were also produced on the incidence of un-

employment in each local office area while special reports were prepared on those areas in which unemployment had reached a relatively high level.

#### REFINEMENT OF STATISTICAL PROCEDURES

Of the various groups of statistics produced by the Unemployment Insurance Commission, one of the most important deals with the numbers of people actively seeking jobs through the Commission's local offices. This group of statistics—commonly called “unplaced applicants”—has always been regarded as a fairly significant index of unemployment across the country. During the fiscal year under review a number of refinements in these statistics were effected. Unplaced applicant figures in the future will include only those persons who are actually without a job and who are available for work. These adjustments, plus those made in earlier years, have sufficiently refined the figures on unplaced applicants so that now they may be regarded as highly significant indicators of unemployment by geographical area, by occupations, and even by age groups.

#### SHORTAGE OF SKILLED LABOUR

In order to assist defence manpower planning, it was decided that more specific information should be assembled on the demand in Canada for certain types of professional, skilled, and semi-skilled workers. Included in the group of occupations on which information was wanted were engineers, aircraft workers, and metalworkers. Such information would reflect shortages, or developing shortages, of labour in occupations vital to Canada's growing defence program. Local offices in whose areas it was expected that these types of shortages would develop, were asked to report periodically the number of workers required for specific occupations, along with a forecast as to requirements for several months ahead. At the same time, the Commission's five executive and professional offices were requested to report periodically on the demand for certain categories of professional workers. As was expected, these reports have made available much more precise information on the demand and supply of defence manpower.

#### LOCAL OFFICE AREA DESCRIPTIONS

The preparation of nearly 200 local office area descriptions, begun about two years ago, was completed during the past fiscal year. Through these detailed information on most of the populated areas of Canada is available. Field officers can provide applicants and employers with information on each local office area concerning such items as population, labour force, seasonality of employment, local industries, housing, educational and hospital facilities. Other government departments have found these descriptions useful. They have also been helpful in assisting overseas immigration officers to advise prospective immigrants.

#### HIRINGS AND SEPARATIONS

The semi-annual survey of hirings and separations, now in its fifth year, gathers information on the number of persons on



payrolls, the numbers hired, and the numbers separated in the establishments of approximately 50,000 employers. During the past year a method was developed by which each local office will employ systematically the hirings and separations data to assist in the assessment of the office's employment operations. Another development in the survey was the modification of its coverage. Employers who hire vessel crews, stevedores, and longshoremen, are no longer required to report on these types of employees; they will, however, continue to report on their permanent staff. This change was effected because of the abnormally high rate of labour turnover among these groups of workers.

#### RECEPTION AND TRANSPORTATION OF IMMIGRANTS

Officials of the Unemployment Insurance Commission who were concerned with the movement of immigrants had another busy year. The volume and frequency of new Canadians entering Canada through sea and air ports was such that an appreciable number of National Employment Service officers were employed practically full time on this work.

The over-all co-ordination of these inland movements was effected by head office officials in co-operation with the special services division of the Department of Labour. At ports of entry regional employment officials, assisted by local office officials, interviewed and allocated new arrivals in accordance with the over-all plan, arranged for or checked inland transportation and baggage formalities, prepared necessary records and advised all concerned of the time of arrival at subsequent distribution points.

Other regional and local office officials met groups of immigrants arriving at such distribution points as Montreal, Toronto and Winnipeg where, in most cases, a further breakdown was required to effect the despatch of immigrants to final destinations on regular trains. These officers in turn advised local offices of the Commission, and in some cases employers, when and by what train immigrants would arrive at their final destination. Finally the immigrants were met at their final destination by the appropriate local office official or employer.

As might be expected in any operation of this size and duration, incidents such as sickness, missed trains, lack of suitable connections due to disruption of running schedules, etc., have arisen. In almost every case the necessary initiative to deal with the situation has been exercised by officials of the Commission. Medical attention has been obtained, alternative transportation arranged, or temporary accommodation and meals provided. The arrival and departure of ships, planes, special trains and even regular trains, are not confined to office hours, and the officials employed on this work experienced much disruption of their private lives. Officials at ports and main distribution points particularly were on call almost every week-end and holiday besides meeting ships or trains late at night or in the early hours of the morning. These calls on their time and energy have been



met willingly and cheerfully. The many written and spoken expressions of appreciation from new Canadians for the assistance and guidance provided are a measure of their interest and devotion to duty.

Arrivals of new Canadians late in the calendar year, when employment opportunities are at a minimum, were heavy. Accommodation afforded by the Department of Labour and the Department of Citizenship and Immigration for the temporary housing of certain immigrants was over-taxed. As a result it became necessary to despatch direct to employment any workers for whom housing facilities elsewhere were available. This type of employment is found chiefly in the domestic, agricultural and woodworking fields. It had been the practice in the past to allow domestic workers a short rest at one of the Department of Labour's hostels, during which careful interviews could be conducted and the best possible placements effected on the basis of such interviews. With the overcrowding of the hostels this was not possible and very detailed arrangements for placement of immigrants had to be made before arrival. So far as the other two classes of workers are concerned only a limited number of jobs were offered and it became necessary to put on special drives to find employers who were willing and able to provide employment in these occupations at that time of the year.

#### GREAT LAKES SEAMEN'S SECURITY REGULATIONS

The enactment of the Great Lakes Seamen's Security Regulations at the end of March 1951 imposed an additional and entirely new task on the employment service. The Commission became responsible for accepting applications from Great Lakes seamen for seamen's security cards required by the above regulations.

Enactment of these regulations just about the time that navigation on the Great Lakes opened made it essential that the matter be handled with the utmost expedition. The necessary cards and forms were designed and printed and the required supplies of finger-printing and other materials were obtained on very short notice. Officers in the field were engaged in accepting applications the moment the necessary instructions reached them. Teams of National Employment Service officials boarded lake vessels passing through canals and locks and worked late into the night in order to meet the deadline imposed by the regulations and to avoid any possibility of a ship being delayed as a result of seamen being without the necessary security card. The labour turnover in Great Lake shipping is extremely high and the work of accepting applications and delivering cards continued throughout the year. Although this work was confined mostly to those offices bordering on the Great Lakes and St. Lawrence River, applications were accepted and cards were delivered all across the country.

Except for the hiring of a small number of casual employees to deal with the upwards of 16,000 applications received in Ottawa

during the year, this task was carried out without any addition to National Employment Service staffs. However, like the immigration work, it did result in a considerable amount of overtime and was often carried out at week-ends and late at night to meet requirements of shipping schedules.

#### EMPLOYMENT COMMITTEES

The National Employment Committee, advisory body to the Commission, held three regular meetings during the year; two in Ottawa and one in Vancouver jointly with the Pacific Regional and Vancouver Local Employment Committees. A special executive committee meeting was held with the Commission in November to consider aspects of the committee organization on all levels.

Progress reports of sub-committees were received on subjects such as "Staffing of the National Employment Service", "Vocational Counselling in Schools", "Training and Retraining of Workers", "Seasonal Unemployment", and "Unemployment Assistance". Resolutions from Regional Employment Committees on a wide variety of subjects were also considered, and appropriate action recommended to the Commission.

In addition, the Commission asked the National Employment Committee to advise on the question of "Fee-Charging Employment Agencies". This matter is being studied from the point of view of the extent to which these agencies exist in Canada, and whether regulations should be made under the authority of the Unemployment Insurance Act.

Regular meetings were held by the five Regional Committees and constructive recommendations were forwarded to the National Committee on such subjects as "Married Women's Regulations", "Seasonal Unemployment", "Immigration", "The Need for Public Works Projects to Relieve Seasonal Unemployment", and others.

Approximately 70 Local Employment Committees had a very active year, with meetings being held each month. Although resolutions were passed to Regional Committees on questions of national importance, most of the committees directed their attention to studies of local employment problems. As a result, the committees became co-ordinating bodies in promoting "Job Opportunity Campaigns" and keeping the public informed of the needs of the communities through radio broadcasts and newspaper articles.

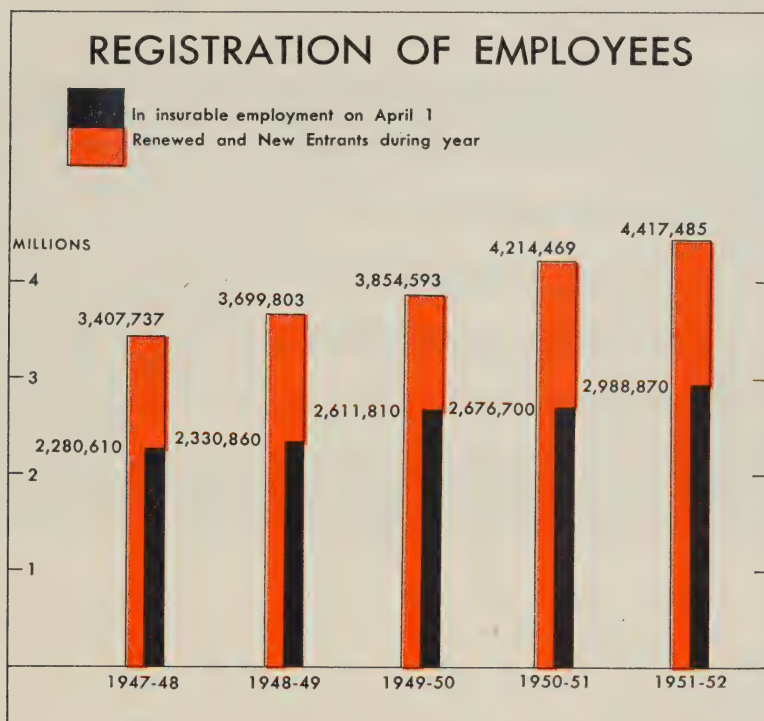
#### UNEMPLOYMENT INSURANCE

##### GENERAL

No major amendments were made in 1951-52 in the coverage, contribution or benefit provisions of the Act. Study has been given, however, to the possibility of amendments in the benefit formula, such as reduction of the waiting period, and further extension of coverage to some of the employments not yet brought

within the scope of unemployment insurance. Improved methods of computation and adjudication were introduced to enable claims to be dealt with more quickly and as far as possible ensure that payment could be made promptly to every claimant on the day his entitlement commenced.

Both labour and management are interested in the operation of the Unemployment Insurance Act. The Commission finds very helpful both the suggestions received from unions and employers' organizations and also the co-operation given by both in making known and helping to carry out the provisions of the Act.



#### UNEMPLOYMENT INSURANCE FUND

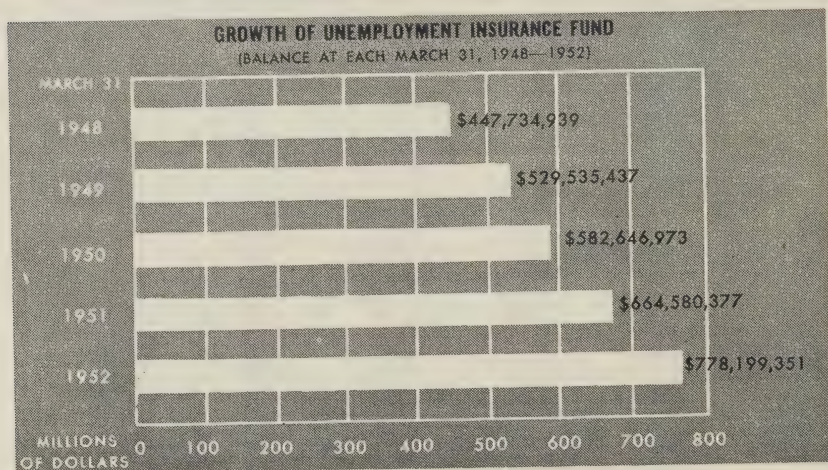
Revenue from all sources again exceeded disbursements during the fiscal year under review. The balance of the fund as at March 31, 1952, was \$778,199,351.43 as against \$664,580,376.79 a year ago. This is an increase of \$113,618,974.64.

The Unemployment Insurance Advisory Committee, in its statutory report to Parliament on the state of the fund as at March 31, 1951, noted that the amount of benefit paid had been quite a high percentage of the income, being 71.2 per cent in 1949-50 and 65.7 per cent in 1950-51. The Committee observed that, in view of these two years being years of high employment, there might not be an unduly large margin for bad years. It was



reassuring, therefore, that a substantial reserve had been accumulated as a result of the sustained high level of employment ever since the Act had been in effect.

The whole fund, except the amount kept in cash for paying benefit, is invested in obligations of the Government of Canada. Most of these are long-term securities. The average yield on investments was 2.75 per cent per annum as at March 31, 1952. Investment transactions may be made only on the authority of an investment committee of three, including the Governor or Deputy Governor of the Bank of Canada and two persons nominated respectively by the Minister of Labour and the Minister of Finance.





UNEMPLOYMENT INSURANCE FUND  
BALANCE SHEET  
AS AT MARCH 31, 1952

ASSETS

Cash on deposit with Receiver General.....	\$ 3,700,238.69
Amount on deposit with chartered banks for benefit warrant settlements....	795,000.00
Advances to local offices for payment of benefit by cash.....	1,867,200.00
Government's Contribution—Balance due for 1951-52.....	1,590,566.79

Investments:

Government of Canada and Canadian National Railways Bonds at cost (par value \$767,611,500.00).....	\$774,551,485.94	
Deduct: Amortization of premium less accumulation of discount.....	5,483,216.69	
Book Value.....	769,068,269.25	
Accrued interest on investments.....	5,798,735.83	
		<u>774,867,005.08</u>
		<u>\$782,820,010.56</u>

LIABILITIES

Unredeemed benefit warrants.....	\$ 1,844,440.34	
Contributions refundable to unlocated persons.....	817.50	
		<u>\$ 1,845,257.84</u>
Deposits:		
From employers under Bulk Payment Method.....		2,775,401.29
Balance at Credit of Fund:		
Balance at March 31, 1951.....	664,580,376.79	
Add: Net Revenue for period April 1, 1951, to March 31, 1952.....	113,618,974.64	
		<u>778,199,351.43</u>
		<u>\$782,820,010.56</u>

*Note:* This balance sheet will not agree with the balance sheet included in the Public Accounts 1951-52 as it includes certain transactions during April, 1951, applicable to the fiscal year 1950-51 and does not include certain transactions during April, 1952, applicable to the fiscal year 1951-52.

UNEMPLOYMENT INSURANCE FUND  
STATEMENT OF REVENUE AND EXPENDITURE  
FOR THE PERIOD APRIL 1, 1951, TO MARCH 31, 1952

		REVENUE	
<b>Contributions:</b>			
Employers and Employees—			
Stamp Method . . . . .	\$74,584,827.52		
Meter Method . . . . .	18,855,900.00		
Bulk Payment Method . . . . .	58,544,453.59		
Department of Veterans Affairs:			
Armed Services . . \$1,846,330.21			
Special Force . . . . 49,128.29			
Regular Force . . . . 7,218.88			
	<u>1,902,677.38</u>	\$153,887,858.49	
Government of Canada . . . . .		30,778,134.22	
Reimbursement from Votes 597 and 717 re Supplementary Benefits Classes 3 and 4:			
1950-51 . . . . .	27,570.55		
1951-52 . . . . .	<u>9,579.60</u>		
		37,150.15	
Fines received . . . . .		33,344.00	
Income from Investments after provision for amortization, etc.		<u>19,046,503.98</u>	
			<u>\$203,782,990.84</u>
		EXPENDITURE	
<b>Benefit Payments:</b>			
Regular . . . . .	\$ 85,559,677.68		
Supplementary—			
Classes 1 and 2 . . . . .	\$ 4,594,758.92		
Classes 3 and 4 . . . . .	<u>9,579.60</u>		
		4,604,338.52	
		\$ 90,164,016.20	
Excess of Revenue over Expenditure . . . . .		<u>113,618,974.64</u>	
			<u>\$203,782,990.84</u>

## RECIPROCAL RELATIONS WITH UNITED STATES

During the year six more states indicated their adherence to the reciprocal agreement which has been in force between the governments of Canada and the United States since 1942. At present forty-four of the states have reciprocal relations with Canada in the handling of unemployment insurance. Others are giving consideration to taking similar action.

During 1951-52, 808 claims were taken by the Unemployment Insurance Commission of Canada for forwarding to liable states, and 713 claims were taken by the states against Canada.

## COVERAGE OF THE ACT

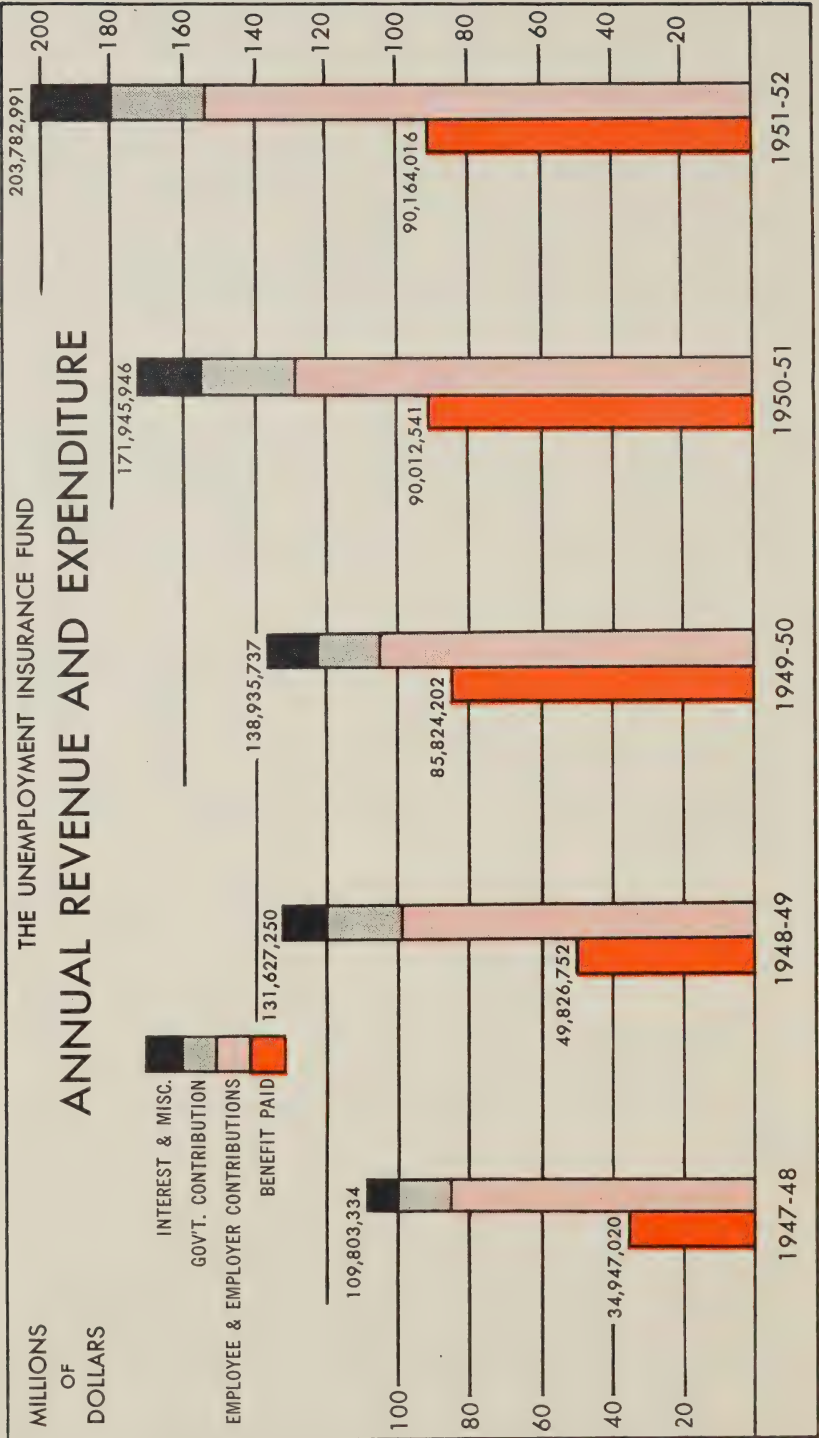
The Unemployment Insurance Act applies to persons employed under a contract of service or apprenticeship, i.e., wage-earners. There were estimated to be 5,421,000 persons in the Canadian civilian labour force at August 18, 1951. Of this number 3,849,000 were wage-earners, the remainder being employers, own-account workers and unpaid family workers.

Of the wage-earners it is estimated that 2,915,000 or 76 per cent were in insurable employment and 934,000 or 24 per cent in non-insurable employment. The largest groups of non-insured employees are those employed in agriculture, hospitals, private domestic service, teaching and the permanent public service (federal, provincial and municipal), a total of 578,000. The remainder are distributed among a number of miscellaneous employments and include some 200,000 seasonal and part-time workers as well as 70,000 salaried workers earning in excess of \$4,800 a year.

No major changes in coverage were made in 1951-52. Minor amendments were made by regulation to remove anomalies in regard to bond and stock salesmen paid by commission and persons employed by certain Crown agencies.

A survey of the fishing industry, which was started in 1950 and completed in the early part of 1951, showed that it would be difficult to adapt the unemployment insurance plan to this industry and that few of the persons engaged in it would derive any benefit from such coverage, since the great majority are self-employed. It has not been recommended, therefore, that coverage be extended to fishing.

Employment in hospitals and charitable institutions has also been studied with a view to extending coverage to those occupations in which the employees would normally be insured if employed in industry; for example, clerical and maintenance occupations. It is hoped that coverage can thus be provided for the classes most in need of it at minimum cost to the institutions. Public hearings were held in May 1951 to obtain the views of those interested.





## CONTRIBUTION METHODS

In the last annual report reference was made to the simplified procedures that had been developed for employers who paid their contributions under the bulk payment method. As a result of continuing favourable experience the Commission was able to reduce the amounts placed on deposit by employers by \$1,850,000. This affected 1,662 or 75 per cent of the employers registered under the bulk payment method. Although the number of such employers is small, their employees constitute nearly one-third of all insured workers.

The adhesive stamp method of making contributions continues to be the preference of the small and unincorporated employers who make up the majority (98.7 per cent) of those registered under the Act. Some three million insurance books are turned in to the Commission's local offices each year, and after being transferred to the regional records offices for transcribing the stamp record they are lodged in a central book depository at Ottawa until all the contributions in them expire (i.e., during the sixth year from the date they were paid). Excluding the current year's books and those being processed, the central book depository houses some twelve million books.

## VETERANS

In November 1950, provision was made to enable veterans of Canada's special forces to count their service towards the payment of benefit if unemployed after honourable discharge. During 1951 this arrangement was extended to veterans of Canada's regular forces who enlisted after July 5, 1950, and who are discharged within three years of their enlistment date. Contributions in respect of veterans were collected from the Department of Veterans Affairs during the year 1951-52 amounting to \$7,218.88 for the regular forces, \$49,128.29 for the special forces, and \$1,846,330.21 for service during World War II.

## AUDIT OF EMPLOYERS

The audit staff of the Commission makes periodic examinations of employers' records to ensure that coverage of the Act is being properly applied and that contributions to the unemployment insurance fund are being kept up to date. Employers are visited about every 12 to 18 months.

In addition to their routine audits, the auditors investigate specific complaints from employees concerning non-compliance of employers, appear in court in prosecution cases and conduct special surveys when required. In the course of their audits they also explain to employers the facilities offered by the National Employment Service.

Such delinquency as occurs is found mostly among the smaller employers. In many cases it is unintentional and results from the failure of employees who move from one employer to another to

take their insurance books with them. A number of prosecutions were undertaken during the year against employers who had repeatedly been delinquent. In these prosecutions the audit division is assisted by the legal branch of the Commission.

During the year some of the larger audit districts were sub-divided in the interests of efficiency and closer supervision of field staff. The number of district audit offices was thus increased by six, bringing the total up to thirty-three.

AUDITS AND INVESTIGATIONS COMPLETED BY UNEMPLOYMENT INSURANCE  
AUDITORS DURING THE FISCAL YEAR ENDED MARCH 31, 1952

REGION	Number of Registered Employers	Number of Audits Completed	OVERDUE CONTRIBUTIONS		Number of Special Investi- gations	Average Number of Auditors
			Established	Collected		
Atlantic...	22,749	17,958	\$ 113,915.50	\$ 113,876.27	1,367	35
Quebec...	63,057	52,693	517,281.54	503,485.77	4,353	103
Ontario...	84,124	75,129	651,908.11	646,801.89	9,134	138
Prairie...	45,707	41,766	328,143.19	326,468.07	4,907	73
Pacific...	26,566	23,630	175,250.47	170,679.60	3,185	45
1951-52...	242,203	211,176	\$1,786,498.81	\$1,761,311.60	22,946	394
1950-51...	226,557	166,653	\$1,477,587.90	\$1,473,212.98	50,040	403

#### UNEMPLOYMENT ASSISTANCE IN NEWFOUNDLAND

When Newfoundland entered the confederation on April 1, 1949, it was agreed that unemployment assistance would be paid by the Government of Canada to persons resident in Newfoundland who were unemployed at the date of union, or who lost their employment within two years thereafter, and who had been engaged in insurable employment but were not yet qualified for unemployment insurance benefit.

Although the funds were provided by a special appropriation, not from the unemployment insurance fund, claims were handled by the Commission in the same manner as claims for benefit. Claims for assistance under this scheme could be made only on account of unemployment commencing prior to April 1, 1951, and payments on claims were completed by September, 1951. The total amount paid in 1951-52 was \$368,281.00. This undertaking, which helped to tide many persons over the period during which they were building up entitlement to regular benefit, has therefore been completed.

#### PAYMENT OF BENEFIT

Further progress was made in the decentralization of adjudication in order to eliminate delays in payment of benefit. All claims must be approved by an insurance officer and, as the ques-

tions involved are often contentious, it is imperative that the personnel authorized to pass on these claims be fully competent. It is also necessary to ensure that decisions be uniform throughout the country.

The number of points in Canada where we have fully authorized insurance officers was increased from ten in 1941 to thirty-five in March of 1951. This year it has been found possible to have trained personnel located at ninety-five of our local offices, and in the remaining offices we have personnel who can deal with non-contentious matters. It is felt that this will not only eliminate delays but will also more fully take into account local conditions and result in better adjudication.

#### CHANGES IN BENEFIT RATES

On July 1, 1951, the increased contributions collected as from January 1, 1950, were given effect and the maximum rate of benefit was increased from \$2.40 per day for persons without a dependent and \$3.05 per day for persons with a dependent, to \$2.70 and \$3.50 respectively.

#### SUPPLEMENTARY BENEFIT

In order to provide additional benefits during the winter months when unemployment is at its peak, provision was made in February of 1950 for supplementary benefits to certain classes who had exhausted their regular benefits under the Act or could not fully qualify.

This year the number of supplementary benefit claims allowed was 97,708. The amount paid totalled \$4,604,338.52 as compared with \$6,930,439.54 in the previous period.

#### APPEALS AND REFERENCES TO COURTS OF REFEREES AND APPEALS TO UMPIRE DURING THE FISCAL YEAR 1951-52

##### COURTS OF REFEREES—

Pending 31 March, 1951	408	
Received during year from Claimants	10,279	
Referrals by Ins. Officers—Inter-state, etc.	107	
Total		10,794
Appeals by Claimants—Allowed	1,866	
Disallowed	8,100	
References by Ins. Officer—Allowed	47	
Disallowed	56	
Total heard	10,069	
Withdrawn	265	
Pending 31 March, 1952	460	
Total		10,794

## APPEALS TO UMPIRE—

Pending 31 March, 1951 . . . . .	83	
Appeals by Claimants during year . . . . .	59	
Appeals by Associations during year . . . . .	21	
Appeals by Ins. Officers during year . . . . .	21	
Total . . . . .		184
Appeals by Claimants—Upheld . . . . .	14	
Not Upheld . . . . .	80	
Appeals by Associations—Upheld . . . . .	7	
Not Upheld . . . . .	14	
Appeals by Ins. Officers—Upheld . . . . .	26	
Not Upheld . . . . .	11	
Withdrawn . . . . .	3	
Referred back to Court of Referees . . . . .	1	
Pending on 31 March, 1952 . . . . .	28	
Total . . . . .		184

## COURTS OF REFEREES

The number of appeals from decisions of insurance officers to courts of referees has decreased in the last year, the number dealt with being 10,069 as compared with 12,153 in 1950-51. This reflects better adjudication and a greater knowledge of the Act and Regulations by claimants and by officers of the labour unions.

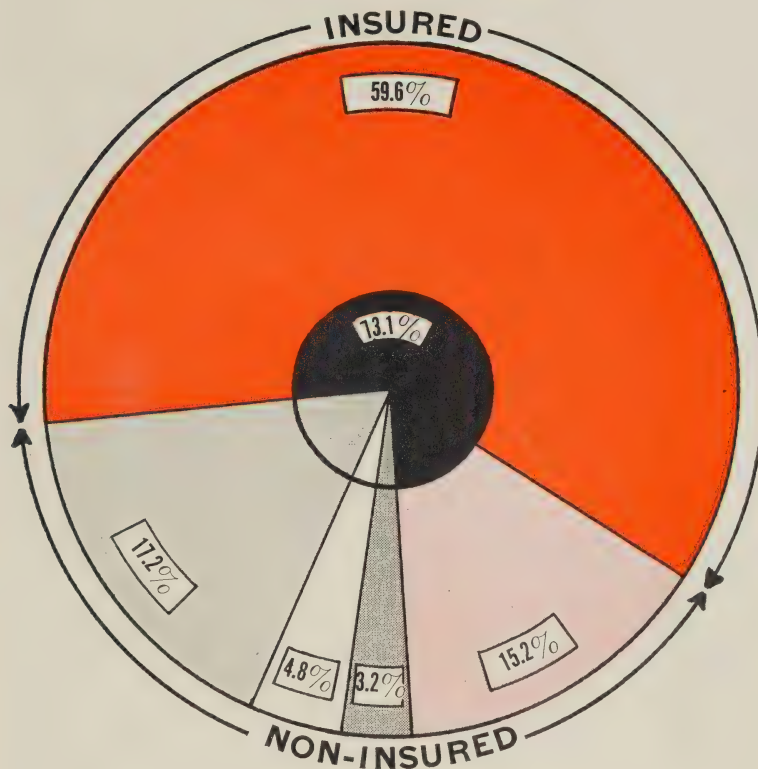
## APPEALS TO THE UMPIRE







During the year under review, the Umpire disposed of 152 appeals (42 more than in the previous year). In many of these cases oral hearings were held. Decisions of the Umpire clarified provisions of the Act and Regulations.



## CANADIAN CIVILIAN LABOUR FORCE

(Week Ending November 3, 1951)



	Own-account Workers .....	894,000	17.2
	Unpaid Family Workers .....	248,000	4.8
	Employers .....	168,000	3.2
		<hr/>	
		1,310,000	25.2
	Non-Insured wage-earners .....	794,000	15.2
	Insured wage-earners .....	3,106,000	59.6
		<hr/>	
		3,900,000	74.8
	Total wage-earners .....		
		<hr/>	
		5,210,000	100.0

(This compares with the figure of 2,988,870 on chart on page 21.)

(Source: D.B.S.)

**ADMINISTRATION****LEGAL**

In the interests of economy and efficiency, a new method was adopted for dealing with certain suspected benefit fraud cases where the false statements concerned a three-day period or less. In such cases the local office is charged with responsibility for conducting a preliminary investigation. It obtains a statement from the claimant and the employer, and refers the matter to the insurance officer for adjudication. As a result of this procedure district investigators are enabled to devote more time to the investigation of flagrant violations of the Act.

Another step designed to promote economy concerns the appointment of agents for prosecutions under the Act. A new procedure permits the auditor who audited records of the employer concerned to conduct the prosecution until a plea of "not guilty" is made. If such a plea is entered the auditor requests an adjournment. Only in such event is an agent of the Minister of Justice appointed. This procedure is expected to result in an appreciable saving in legal fees. With a view to instructing local, district and regional auditors in the method to be followed when conducting cases in court, schools of instruction were held at regional and district points.

During the month of October, 1951, a conference of regional legal officers was held in Ottawa. This conference resulted in several major amendments to manual instructions. A different approach to statistical reports was developed.

In an endeavour to speed up investigation and the possible publicity arising from prosecution of employers who fail to return insurance books, it has been decided to conduct investigations during two specific periods, namely, April 30 to May 15, and May 15 to May 30. As soon as an investigation is completed in either period a report will be submitted. Then prosecution may go ahead immediately before the period for book renewal has expired.

The Veterans Benefit Act, 1951, extended the provisions of the Reinstatement in Civil Employment Act, 1946, to every person who since July 5, 1950, enrolled, re-engaged (being a member of the special force) or was called out (being a member of the reserve force) for service with the regular forces and served for a period not exceeding three years. The Reinstatement in Civil Employment Act is administered through local offices of the Commission. District investigators of the legal branch are appointed reinstatement officers with certain powers under the Act. An increase in the number of applications for reinstatement has resulted from enactment of the Veterans Benefit Act of 1951, and many contentious cases have been referred to the Legal Adviser for opinion. Satisfactory settlements have been arranged in every case without resort to the penalty clauses of the Act.

During the year a number of applications were received for decision of the Commission in matters concerning insurance

coverage. Some of these were referred to the Umpire, while in others the decision of the Commission was appealed to the Umpire by the applicant. The decision of the Commission was upheld by the Umpire in all but one of these appeals.

Several amendments to regulations were approved by Order in Council dated June 21, 1951. These amendments dealt primarily with excepting securities salesmen under the Act; insurability of certain persons employed by designated Crown agencies; enabling a claimant to receive benefit at the dependency rate where he maintains a blood or marriage relation in a self-contained domestic establishment; allowing benefit for Sundays on account of religious beliefs to a claimant who observes his Sabbath on Saturday; and imposing additional conditions upon married women while permitting payment of benefit in circumstances where it was formerly denied. A new office consolidation of the Unemployment Insurance Commission Regulations was prepared and issued in September, 1951. This consolidation embodied all amendments to the regulations since the consolidation of January, 1950.

#### ENFORCEMENT STATISTICS

During the year a total of 28,200 investigations of claimants was conducted by district investigators as compared with 24,012 during the fiscal year 1950-51. This represents an increase of 13.2 per cent. The investigations conducted embrace routine spot checks of both postal and counter claimants to verify the fulfilment of the statutory conditions, claimants believed to be receiving benefit fraudulently, employers who fail or neglect to return insurance books at the times required by regulation, applications for reinstatement in civil employment as well as other miscellaneous matters referred to investigators.

Appendix X of this report gives a statistical summary for the fiscal year 1951-52, of criminal proceedings instituted by the Commission against claimants and employers for various infractions of the Act and Regulations. In the fiscal year 1950-51, 588 prosecutions were undertaken against employers whereas in the fiscal year 1951-52 there were 637 prosecutions commenced against employers, reflecting an increase of 8.5 per cent. There was also an increase of 6.5 per cent in the number of prosecutions commenced against claimants for obtaining benefit through false statements. In 1950-51 there were 1,073 prosecutions of this type commenced whereas in the fiscal year 1951-52 there were 1,144 prosecutions undertaken.

During the year under review 1,781 prosecutions of all types were commenced, 1,575 convictions were registered, 12 cases were dismissed, and 99 cases were not proceeded with as compliance had been obtained. Out of 1,686 cases which proceeded to trial, it is worthy of note that the percentage of acquittals was less than 1 per cent. On March 31, 1952, there were 473 cases awaiting hearing in the various courts across the country.

In the course of the fiscal year under review there were 9 dismissals of charges in benefit cases and 3 dismissals of charges



in contribution cases. In a number of cases a variety of provisions of the Unemployment Insurance Act and Regulations were tested purposefully. Satisfactory convictions were registered in a number of test contribution cases, the most important of which was extremely involved and hotly contested. In this case it was held that the employer's records for a specific period which had been audited by the Commission at an earlier date could be re-audited later a second or even a third time by the Commission. The court in this case held further that an employer who claimed that his share of the contributions owing for a certain employee should be divided with one or more other employers for whom the employee worked, must produce a record of the name and address of each such employer as well as the insurance number of the employee. This conclusion was incorporated in an amendment to the regulations.

#### PUBLIC RELATIONS

The importance of obtaining and retaining public good will through service given by a courteous and efficient staff is constantly emphasized by the Commission. The Commission is also of the view that the public, particularly that segment required by law to contribute to the unemployment insurance fund, should be fully informed on the program.

Various media are used for disseminating information. Distribution of booklets designed to explain the provisions of the Act in its application to employers and workers has been found helpful. Newspapers and radio stations have proven most co-operative in telling the public about changes in the Act, or giving information in the employment field. Particularly in periods of seasonal unemployment both press and radio have co-operated generously. Their help is highly appreciated by the Commission.

Local office managers are encouraged to seek opportunities for explaining unemployment insurance and pointing out the value of the employment service to the public. Such opportunities occur at meetings of business organizations, service clubs, and labour unions. Mention should be made of the very helpful work in publicizing the Commission's program undertaken and carried through by local employment committees. The knowledge which these committees have of local conditions has enabled them to carry on a number of valuable programs which have helped materially in the operation of unemployment insurance in the communities concerned.

Members of the Commission have, during the year, participated in radio programs when unemployment insurance or the employment situation was discussed. They have also addressed meetings of a varied nature on matters connected with administration of the Act.

#### ADMINISTRATION COSTS

The cost of operating the unemployment insurance program in Canada during the fiscal year under review was \$23,519,567.26.



This is an increase of \$1,614,757.58 over the total for 1950-51. Salary increases granted throughout the Civil Service contributed to the increased cost. It was also due in some measure to generally high prices. Every effort has been made and is constantly being made to practice economy.

ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT  
INSURANCE COMMISSION DURING THE PERIOD  
APRIL 1, 1951, TO MARCH 31, 1952

Salaries and Wages.....	\$18,614,720.30
Living and Other Allowances.....	17,575.52
Professional and Special Services.....	74,745.22
Commission to Post Office Department.....	707,640.29
Canadian Corps of Commissionaires.....	136,541.54
Travelling and Removal Expenses.....	500,994.60
Freight, Express and Cartage.....	74,343.68
Postage.....	507,202.20
Telephones, Telegrams and Other Communication Services..	249,374.84
Printing of Departmental Reports and Other Publications..	31,251.72
Films, Displays, Broadcasting, Advertising and Other Informational Materials.....	14,067.85
Office Stationery, Supplies, Equipment and Furnishings....	729,895.80
Unemployment Insurance Books.....	66,475.22
Materials and Supplies.....	72,105.96
Unemployment Insurance Stamps.....	40,423.35
Alterations, Maintenance and Repairs—Buildings.....	210,781.30
Rental of Office Accommodation.....	1,262,808.90
Acquisition of Equipment.....	5,109.68
Repairs and Upkeep—Equipment.....	4,062.40
Electricity and Water Rates.....	104,641.44
Employers' Contributions to the Unemployment Insurance Fund.....	12,124.90
Sundries.....	4,891.02
Umpire; National Advisory Committee; National, Regional, and Local Employment Committee; Courts of Referees	77,789.53
	<u>\$23,519,567.26</u>

STAFF

Owing to a staff reduction program begun about the end of March 1951, the regular staff of the Commission decreased in number from 7,051 on March 31, 1951, to 6,885 on March 31, 1952, distributed as follows:

Head Office.....	357
Pacific Region.....	840
Prairie Region.....	1,147
Ontario Region.....	1,940
Quebec Region.....	1,868
Atlantic Region.....	733

There were also 1,262 casual employees on strength at the latter date to assist with the heavy claims load remaining towards the end of the usual winter peak period and with the annual renewal of unemployment insurance books.

Staff turnover (i.e., the net labour turnover rate) in the fiscal year 1951-52 was 13.8 per cent compared with 12.2 per cent for the previous fiscal year.

**PERMANENCY PROGRAM**

It is still the policy of the Commission to press forward with the permanent appointment of temporary employees. At March 31, 1952, 61.3 per cent of the total regular staff enjoyed permanent status.

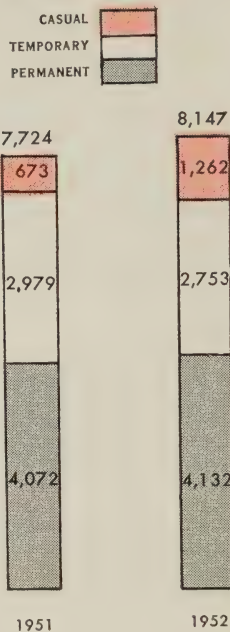
**STAFF TRAINING**

Because of the functions performed, the emphasis that must be placed on training and development of staff is essential. Operating an employment service or an unemployment insurance program in Canada is still a new undertaking, and training must be as integral a part of the day-to-day work as any one of the many operations. In order to meet this need, the division has continued its regular work of preparing training material, assisting local offices in planning training programs, training supervisors, and conducting actual training courses.

Training studies were prepared on such phases of the work as psychological testing, rating of employee performance and job analysis. Schools were held in each region in connection with the rating program. Short training courses were prepared on the clearance procedure and use of telegrams. The training division again played a major part in training further groups of immigration officers so as to fit them to better perform their duties with the Department of Immigration overseas.

The course on interviewing, developed as a result of the course held in 1951 at the University of Toronto, was extended to many interviewers throughout the organization. The majority of those who registered for the correspondence course last year completed it early this year, so the major portion of this undertaking is now ended. It is still being used, to a degree, as part of the induction training program for new employees.

A milestone in training was another course at the University of Toronto entitled Social Insurance and Employment Office Administration, attended by 20 senior officials. This course was much broader than the previous one. It was of six weeks' duration. One of the chief aims was to give these officials a chance to study and discuss the purposes and techniques of the organization in a setting quite removed from the normal work situation.

**STAFF**

## STAFF RATING

In the development and revision of the rating program emphasis has been placed on the basis on which it was originally established, namely, evaluation of performance. Accordingly, closer study of the duties of positions has assumed a major role. This study is expected to result in a better understanding of the demands which the duties make in terms of employee behaviour and activity for an acceptable performance. Development and revision is progressing on the basis that rating is one medium through which staff participation may be encouraged and supervisor-employee relationships strengthened.

An analysis of statistical data compiled since 1948 was begun with a view to revealing trends which will be helpful to administration in evaluating the rating and promotional program.

## COMMISSION OFFICES

There has not been any change in the administrative organization of the Commission during the last fiscal year. Canada is divided into five regions which are administered from regional offices at Moncton, Montreal, Toronto, Winnipeg and Vancouver.

A total of 262 offices were operated covering all provinces in Canada.

The table below indicates the fluctuation in the number of offices at the close of each fiscal year since inauguration of the program.

Year Ending	Regional Offices	District Offices	Local Offices		Agencies	Itinerant Offices	Total Offices
			Regular	Branch			
Mar. 31, '42	5	4	109	..	..	..	118
Mar. 31, '43	5	4	195	11	..	..	215
Mar. 31, '44	5	4	194	16	2	..	221
Mar. 31, '45	5	5	191	24	2	62	289
Mar. 31, '46	5	4	191	30	2	68	300
Mar. 31, '47	5	4	187	26	2	93	317
Mar. 31, '48	5	..	189	24	2	60	280
Mar. 31, '49	5	..	178	40	2	70	295
Mar. 31, '50	5	..	181	37	2	71	296
Mar. 31, '51	5	..	181	35	2	64	287
Mar. 31, '52	5	..	186	34	1	36	262

Local offices are situated in the larger centres to serve the public in surrounding areas. In some instances branch offices reporting to the main local office are established where there might be a concentration of business outside an urban centre at which a regular local office is established. These offices are controlled by one of the regular local offices.

At one point, in the Magdalen Islands, the Commission has appointed a representative to act as an agent to handle its affairs.

Formerly there were two agents, but it was felt that the business at the point where one had been operating could be handled from one of the regular offices.

Where part-time service up to two days per week is given by officers from one of our regularly established offices, this is classified as itinerant service. The need for this varies according to conditions and circumstances. Revision of the regulations has permitted claimants at more points to be handled as postal claimants, and for this reason itinerant service has been discontinued at some places where it was formerly operated.

#### INSPECTION SERVICE

Notwithstanding depletion of inspectors at head office and regional levels, to assume other positions within the organization, a favourable record of achievement has been reflected by the consistently satisfactory operations of local offices. The Commission deemed the time favourable to study the whole inspection structure, as a result of which it is anticipated that the organization may be altered during the ensuing year.

#### INSPECTIONS COMPLETED

A total of 338 inspections of all types has been completed in local offices in the fiscal year just concluded. All have been covered at least once, and this despite a smaller number of inspectors engaged and other demands made on their time. These demands include determination of the number of standard and ancillary staff required to implement regular staff in local offices, assistance in organizing for heavy claims loads at various points, investigation preliminary to opening new offices in Quebec, and helping with reorganization of local office employment operations and revised claims procedure. In addition, the more usual special assignments for inspection staff, substituting for local office managers, serving on Civil Service Commission oral examination boards, and investigating complaints has been satisfactorily carried out. Local office inspection reports have been reviewed by head office inspection division personnel and circulated within head office to keep the staff informed on field operations.

#### PLANNING AND METHODS

As in previous years, the planning and methods division concentrated on promoting and maintaining standard practices throughout the organization, analysing procedures, devising routines to improve office operation and simplifying existing methods.

Field studies were made for the purpose of decreasing the number of publications issued in order to effect office economy without impairing efficiency. Surveys were conducted for establishing standards in respect of telephone, telegraph and teletype communications, dictating equipment, shelving units, etc. The installation of a new head office stockroom in Hull was completed, thereby diminishing activities formerly carried on by regional stockrooms in Montreal and Toronto.



The collection, study and analysing of data to assist in determining basic formulae for the grading and staffing of offices was continued. The Standard Practice Instructions Manual outlining the purpose, description and disposition of forms pertaining to insurance was issued, and amendments to forms relating to administration and employment which were previously issued were made.

The division carried on its regular functions of reviewing instructions for adherence to policies and established methods, editing and controlling distribution of material issued by the Commission, handling suggestions submitted by members of staff, planning office lay-outs and designing forms. Approximately 280 circulars and releases were cleared through the division; 475 suggestions reviewed, studied and recommendations made as to their acceptance or rejection; 115 lay-outs prepared; and 175 forms drafted.

#### PREMISES

Progress was recorded in acquiring accommodation for Commission staff in larger and better quarters. Many new and modern offices have been occupied, namely, in Moncton, Matane, St. Jerome, Pembroke, Renfrew and Welland. In Montreal a central office has been opened, and a new building is being completed in Regina.

At present the Commission occupies over 1,006,000 square feet of space in rented quarters. The provision of permanent offices designed specially and in desirable locations would assist materially in the work of the Commission.

## APPENDIX I

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office	—Ottawa, Ont.
Regional Offices	—Atlantic Region — Moncton, N.B.
	—Quebec " — Montreal, Que.
	—Ontario " — Toronto, Ont.
	—Prairie " — Winnipeg, Man.
	—Pacific " — Vancouver, B.C.

## NATIONAL EMPLOYMENT OFFICES

## NEWFOUNDLAND

Corner Brook West  
Grand Falls  
†St. John's

## PRINCE EDWARD ISLAND

†Charlottetown  
Summerside

## NOVA SCOTIA

†Amherst  
Bridgewater  
Dartmouth  
Glace Bay  
†Halifax  
Inverness  
Kentville  
Liverpool  
†New Glasgow  
New Waterford  
North Sydney  
Pictou  
Springhill  
†Sydney  
Sydney Mines  
Truro  
†Yarmouth

## NEW BRUNSWICK

†Bathurst  
Campbellton  
Chatham  
Edmundston  
†Fredericton  
Minto  
†\*Moncton  
Newcastle  
†Saint John  
St. Stephen  
Shediac  
Sussex  
Woodstock

## QUEBEC

Acton Vale  
Arvida  
Asbestos  
Beauharnois  
Buckingham  
Causapsal  
Chandler  
†Chicoutimi  
Coaticook  
Dolbeau  
†Drummondville  
East Angus  
Farnham  
Gaspé  
Granby  
Grand'Mère  
†Grindstone  
(Magdalen Islands)

## QUEBEC (Cont.)

†Hull  
†Joliette  
Jonquiere  
Lachine  
Lachute  
La Malbaie  
La Tuque  
Levis  
Longueuil  
Louiseville  
Magog  
Maniwaki  
Matane  
Megantic  
Mont Laurier  
Montmagny  
Montmorency  
†\*Montreal  
New Richmond  
Plessisville  
Port Alfred  
†Quebec  
Richmond  
Rimouski  
†Rivière-du-Loup  
Roberval  
†Rouyn  
Ste. Agathe des  
Monts  
Ste. Anne de  
Bellevue  
Ste. Therese  
St. Georges Est  
†St. Hyacinthe  
St. Jean  
St. Jerome  
St. Joseph d'Alma  
†Shawinigan Falls  
†Sherbrooke  
†Sorel  
†Thetford Mines  
†Trois Rivières  
Val d'Or  
†Valleyfield  
Victoriaville

## ONTARIO

†Arnprior  
Barrie  
†Belleville  
Bracebridge  
Brampton  
†Brantford  
Brockville  
Carleton Place  
†Chatham  
Cobourg  
Collingwood  
†Cornwall  
Dunnville

## ONTARIO (Cont.)

Fort Erie  
Fort Frances  
†Fort William  
†Galt  
Gananoque  
Goderich  
†Guelph  
†Hamilton  
Hawkesbury  
Ingersoll  
Kapusking  
Kenora  
†Kingston  
†Kirkland Lake  
†Kitchener  
Leamington  
Lindsay  
Listowel  
†London  
Midland  
Napanee  
Newmarket  
New Toronto  
Niagara Falls  
†North Bay  
†Orillia  
†Oshawa  
†Ottawa  
†Owen Sound  
Perry Sound  
Pembroke  
Perth  
†Peterborough  
Picton  
Port Arthur  
Port Colborne  
Port Hope  
Prescott  
Renfrew  
†St. Catharines  
St. Thomas  
†Sarnia  
†Sault Ste. Marie  
Simcoe  
Sioux Lookout  
Smiths Falls  
†Stratford  
Sturgeon Falls  
†Sudbury  
Tillsonburg  
†Timmins  
†\*Toronto  
Trenton  
Walkerton  
Wallaceburg  
†Welland  
Weston  
West Toronto  
†Windsor  
Woodstock

## MANITOBA

Brandon  
Dauphin  
Flin Flon  
Portage la Prairie  
St. Boniface  
Selkirk  
The Pas  
†\*Winnipeg

## SASKATCHEWAN

Estevan  
†Moose Jaw  
North Battleford  
Prince Albert  
†Regina  
†Saskatoon  
Swift Current  
Weyburn  
†Yorkton

## ALBERTA

Blairmore  
†Calgary  
Drumheller  
†Edmonton  
Edson  
†Lethbridge  
Medicine Hat  
Red Deer

## BRITISH COLUMBIA

Chilliwack  
Courtenay  
Cranbrook  
Dawson Creek  
Duncan  
Kamloops  
Kelowna  
Nanaimo  
†Nelson  
New Westminster  
North Vancouver  
†Penticton  
Port Alberni  
Prince George  
†Prince Rupert  
Princeton  
Trail  
†\*Vancouver  
Vernon  
†Victoria

## YUKON TERRITORY

Whitehorse

## N.W. TERRITORIES

Yellowknife

\*Both regional and local offices at these centres.

†Courts of referees appointed at these centres.

†Agency established at this centre.

Above list does not include 42 sub-offices and itinerant offices.

## APPENDIX II

PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY  
THE LOCAL EMPLOYMENT OFFICES, UNEMPLOYMENT INSURANCE  
COMMISSION, BY PROVINCES, DURING THE YEAR  
30 MARCH, 1951 TO 27 MARCH, 1952

Province	Regular Placements (1)		Casual Placements (2)		Total Placements		Totals
	Men	Women	Men	Women	Men	Women	
Newfoundland.....	3,220	276	347	35	3,567	311	3,878
Prince Edward Island.....	2,655	1,627	1,079	759	3,734	2,386	6,120
Nova Scotia.....	19,035	6,556	6,694	2,422	25,729	8,978	34,707
New Brunswick.....	17,250	4,852	7,440	2,217	24,690	7,069	31,759
Quebec.....	161,512	52,313	10,296	9,293	171,808	61,606	233,414
Ontario.....	202,235	78,427	34,352	20,049	236,587	98,476	335,063
Manitoba.....	28,210	11,366	7,689	10,568	35,899	21,934	57,833
Saskatchewan.....	22,018	7,635	5,242	3,256	27,260	10,891	38,151
Alberta.....	49,982	16,598	11,418	6,638	61,400	23,236	84,636
British Columbia.....	60,542	22,443	9,794	7,417	70,336	29,860	100,196
Totals.....	566,659	202,093	94,351	62,654	661,010	264,747	925,757
Comparable Totals— 1950-1951.....	514,661	185,423	90,170	56,819	604,831	242,242	847,073

(1) Includes Transfers-Out.

(2) Placements are termed "casual" when the duration of the employment offered is seven days or less.

## APPENDIX III

EMPLOYMENT OPERATIONS BY THE LOCAL EMPLOYMENT OFFICES,  
UNEMPLOYMENT INSURANCE COMMISSION,  
30 MARCH, 1951 TO 27 MARCH, 1952,  
BY PROVINCES

Provinces	Applications Registered	Vacancies Notified	(1) Placements Effectuated
Newfoundland . . . . . Male	27,442	4,299	3,567
Female	1,789	543	311
Total	29,231	4,842	3,878
Prince Edward Island . . . . . Male	7,900	4,595	3,734
Female	3,811	3,098	2,386
Total	11,711	7,693	6,120
Nova Scotia . . . . . Male	66,598	29,003	25,729
Female	19,864	12,518	8,978
Total	86,462	41,521	34,707
New Brunswick . . . . . Male	65,242	35,585	24,690
Female	17,385	9,642	7,069
Total	82,627	45,227	31,759
Quebec . . . . . Male	436,594	254,095	171,808
Female	161,707	93,910	61,606
Total	598,301	348,005	233,414
Ontario . . . . . Male	541,961	338,521	236,587
Female	239,537	142,730	98,476
Total	781,498	481,251	335,063
Manitoba . . . . . Male	84,059	50,645	35,899
Female	47,046	30,966	21,934
Total	131,105	81,611	57,833
Saskatchewan . . . . . Male	51,910	37,686	27,260
Female	23,025	16,792	10,891
Total	74,935	54,478	38,151
Alberta . . . . . Male	100,066	80,810	61,400
Female	44,312	33,859	23,236
Total	144,378	114,669	84,636
British Columbia . . . . . Male	220,848	90,356	70,336
Female	81,497	42,036	29,860
Total	302,345	132,392	100,196
CANADA . . . . . Male	1,602,620	925,595	661,010
Female	639,973	386,094	264,747
Total	2,242,593	1,311,689	925,757
COMPARABLE TOTALS—1950-1951 . . . . . Male	1,455,699	864,581	604,831
Female	575,950	376,257	242,242
Total	2,031,649	1,240,838	847,073

(1) Includes regular placements, casual placements and transfers-out.



## APPENDIX IV

EMPLOYMENT OPERATIONS BY THE LOCAL EMPLOYMENT OFFICES,  
UNEMPLOYMENT INSURANCE COMMISSION,  
30 MARCH, 1951 TO 27 MARCH, 1952,  
BY REGIONS

Regions		Applications Registered	Vacancies Notified	(1) Placements Effected
Atlantic . . . . .	Male	167,182	73,482	57,720
	Female	42,849	25,801	18,744
	Total	210,031	99,283	76,464
Quebec . . . . .	Male	436,594	254,095	171,808
	Female	161,707	93,910	61,606
	Total	598,301	348,005	233,414
Ontario . . . . .	Male	514,649	309,658	221,154
	Female	234,838	139,848	96,126
	Total	749,487	449,506	317,280
Prairie . . . . .	Male	265,197	199,656	141,551
	Female	119,418	84,798	58,669
	Total	384,615	284,454	200,220
Pacific . . . . .	Male	218,998	88,704	68,777
	Female	81,161	41,737	29,602
	Total	300,159	130,441	98,379
CANADA . . . . .	Male	1,602,620	925,595	661,010
	Female	639,973	386,094	264,747
	Total	2,242,593	1,311,689	925,757
COMPARABLE TOTALS—1950-1951 . . .	Male	1,455,699	864,581	604,831
	Female	575,950	376,257	242,242
	Total	2,031,649	1,240,838	847,073

(1) Includes regular placements, casual placements, and transfers-out.

## APPENDIX V

NUMBER OF PERSONS ISSUED AN UNEMPLOYMENT INSURANCE BOOK  
AS OF 1ST APRIL, 1951

CLASSIFIED BY INDUSTRY AND PROVINCE §

(Preliminary)

(Based on a 10 per cent Sample Count)

Industry	Canada	New-found-land	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Mani-toba	Saskat-chewan	Alberta	Br Co
Agriculture.....	2,210	*	*	*	*	170	590	200	650	390	10
Forestry and Logging.....	105,390	7,280	*	2,990	8,240	49,170	19,510	630	*	700	10
Fishing, Hunting and Trapping†	440	130	*	*	*	*	140	*	*	—	30
Mining (including Milling)											2
Quarrying, Oil Wells.....	92,110	3,250	*	14,500	1,130	17,110	26,290	2,480	720	15,640	10
Metal Mining.....	47,650	2,830	—	200	—	8,890	24,440	2,320	*	990	7
Fuels.....	29,430	—	—	13,510	950	*	*	*	490	11,900	2
Non-metal Mining.....	9,350	370	—	790	140	6,610	860	*	130	*	10
Quarrying, Clay and Sand Pits	2,960	*	*	—	*	1,440	900	130	—	180	10
Prospecting.....	2,720	—	—	—	—	*	*	—	*	2,520	10
Manufacturing.....	1,157,220	9,240	1,470	26,280	22,180	388,910	555,090	37,540	11,440	24,380	80
Food and Beverages.....	132,360	2,880	540	4,890	5,940	32,300	53,370	9,160	4,090	7,170	12
Tobacco and Tobacco Pro-ducts.....	8,890	120	—	—	—	7,630	1,130	—	—	—	10
Rubber Products.....	20,650	—	—	—	—	7,380	13,190	*	*	*	10
Leather Products.....	32,250	100	—	170	230	16,250	14,010	900	—	120	10
Textile Products (except Clothing).....	81,060	*	*	600	2,060	47,980	28,680	760	130	120	10
Clothing (Textile and Fur)...	112,180	390	*	1,410	250	63,320	38,580	5,770	*	490	10
Wood Products.....	100,180	940	490	3,650	3,970	26,020	28,280	2,720	730	2,870	30
Paper Products.....	76,410	3,380	—	690	3,910	31,350	28,210	1,310	*	150	7
Printing, Publishing and Allied Industries.....	50,340	310	*	1,050	670	12,110	27,160	3,100	1,000	1,350	3
Iron and Steel Products.....	176,530	300	*	7,330	1,220	37,450	114,660	5,360	680	2,990	6
Transportation Equipment.....	132,900	650	140	5,260	1,650	31,750	73,900	4,960	3,230	4,400	6
Non-ferrous Metal Products	48,530	—	—	—	550	15,690	25,460	440	—	*	6
Electrical Apparatus and Supplies.....	66,290	—	—	*	130	20,220	44,780	510	*	*	10
Non-metallic Mineral Products.....	30,870	*	—	500	910	9,380	16,090	1,000	200	1,550	1
Products of Petroleum and Coal.....	13,610	*	—	510	*	2,440	6,180	370	710	2,340	1
Chemical Products.....	46,030	*	*	140	170	19,860	23,360	570	380	440	10
Miscellaneous Manufacturing Industries.....	28,140	—	—	*	480	7,780	18,050	570	*	240	10
Construction.....	171,300	1,980	350	6,470	3,940	46,180	71,290	8,010	2,990	13,520	16
General Contractors.....	116,100	1,770	190	4,850	3,190	30,690	46,220	5,590	1,980	9,620	12
Special Trade Contractors (Sub-contractors).....	55,200	210	160	1,620	750	15,490	25,070	2,420	1,010	3,900	4
Transportation, Storage and Communication.....	317,070	4,920	760	9,790	20,880	78,000	98,360	49,220	9,350	14,230	31
Transportation.....	263,560	4,770	720	7,570	19,720	60,050	77,070	47,110	8,070	13,310	25
Storage.....	7,360	*	*	*	110	850	2,940	1,350	490	520	1
Communication.....	46,150	130	*	2,170	1,050	17,100	18,350	760	790	400	5
Public Utility Operation.....	38,140	320	170	1,540	540	4,310	27,490	600	290	1,460	1
Trade.....	485,000	7,400	2,050	17,270	14,710	109,760	195,570	36,680	20,590	31,110	45
Wholesale Trade.....	134,960	2,330	390	5,030	4,060	32,910	45,950	13,450	6,990	10,290	15
Retail Trade.....	350,040	5,070	1,660	12,240	10,650	76,850	151,620	23,230	13,600	20,820	34
Finance, Insurance and Real Estate.....	104,820	290	150	2,080	1,500	30,070	48,500	6,380	2,590	4,350	8
Service.....	323,330	2,490	920	11,490	5,350	64,460	151,710	17,950	11,760	21,220	33
Community or Public Service	26,250	220	*	690	550	4,490	10,130	1,850	1,580	2,130	4
Government Service.....	109,010	1,300	280	5,850	1,210	9,650	65,720	5,200	3,360	6,070	10
Recreation Service.....	17,640	180	*	630	480	3,650	8,160	990	640	850	1
Business Service.....	36,680	130	*	650	350	10,360	17,070	1,770	680	1,890	1
Personal Service.....	133,750	660	480	3,670	2,760	36,310	50,630	8,140	5,500	10,280	14
Unspecified.....	7,060	*	*	240	350	3,710	1,150	290	350	180	1
Unemployed.....	184,780	7,380	1,790	9,730	10,700	73,620	38,890	9,030	7,380	6,340	14
Totals.....	2,988,870	44,710	7,740	102,420	89,580	865,490	1,234,580	169,030	68,150	133,520	27
Total number of Unemployment Insurance Books issued during the year 1951-52†.....	4,417,485	84,075	14,580	178,909	139,061	1,315,346	1,686,494	233,193	108,397	221,539	43

\* Less than an estimated 100 persons.

§ The statistical summary is based upon returns received at the Dominion Bureau of Statistics covering the book renewals April 1951.

† For the purpose of classifying insured persons by industry, the standard classification is used. The Unemployment Insurance Act excepts from unemployment insurance persons engaged in certain employment, e.g., "employment in agriculture, horticulture and forestry", "employment in fishing", etc. However, it is possible that persons who under the census classification are in exempt employment, may be insurable because the work in which they are engaged is insurable employment. For example, persons engaged in processing or handling agricultural products are insurable since this is not regarded as employment in agriculture within meaning of the Act. At the same time, the employing firm or person may be placed in agriculture according to the standard classification of industry. Accordingly, a few persons are shown as employed in industries whose workers are normally exempted from unemployment insurance.

‡ The workers classified (2,988,870) are those reported as actually in the insured working force at April 1, 1951. The larger figure (4,417,485) includes all those who were employed in insurable employment at any time during the period April 1, 1951 to March 1952.

# APPENDIX VI NUMBER OF CLAIMS RECEIVED AND THEIR DISPOSAL DURING THE YEAR 1951-52, BY PROVINCES

	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
<b>INITIAL CLAIMS:</b>											
Pending March 31, 1951.....	25,487	1,573	162	1,411	1,665	10,894	4,063	902	562	1,986	2,269
Received—In person.....	705,524	6,322	1,883	24,360	15,607	234,334	263,378	32,633	11,723	28,304	86,480
Postal.....	175,774	16,261	2,803	15,203	21,215	54,466	26,870	6,600	8,126	5,632	18,798
Total Received.....	906,785	24,156	4,648	40,974	38,487	299,694	294,811	40,135	20,411	35,922	107,547
<b>Allowed—Regular Benefit:</b>											
No disqualification.....	581,466	11,016	2,742	25,076	22,979	190,635	197,526	24,831	11,648	23,342	71,671
With disqualification.....	80,070	1,878	255	3,268	2,338	24,692	29,564	3,884	1,955	2,995	9,241
<b>Allowed—Supplementary Benefit:</b>											
Class 1.....	66,555	2,769	687	4,130	3,232	20,084	17,750	4,060	2,571	2,584	8,988
Class 2.....	37,344	1,771	268	1,853	1,998	12,012	11,329	1,810	1,107	1,439	3,757
Class 3.....	74	—	—	—	—	66	6	—	—	—	—
Class 4.....	2	—	—	—	—	—	2	—	—	—	—
Total Allowed.....	104,275	4,540	955	5,984	5,231	32,162	29,087	5,870	3,678	4,023	12,745
<b>Not Allowed—Either regular or supplementary benefit:</b>											
Pending March 31, 1952.....	765,811	17,434	3,952	34,328	30,548	247,489	256,177	34,585	17,281	30,360	93,657
Received March 31, 1952.....	104,237	4,986	532	5,214	5,707	32,714	30,896	4,890	2,810	3,965	12,523
	36,737	1,736	164	1,432	2,232	19,491	7,738	660	320	1,597	1,367
<b>RENEWAL AND REVISED CLAIMS:</b>											
Pending March 31, 1951.....	7,140	84	38	322	375	2,993	1,408	514	145	352	909
Received April 1 to March 31.....	535,892	6,757	1,948	22,725	19,371	171,060	182,605	23,913	10,359	17,285	79,869
Total Received.....	543,032	6,841	1,986	23,047	19,746	174,053	184,013	24,427	10,504	17,637	80,778
<b>Allowed:</b>											
Disqualified.....	430,081	5,197	1,666	18,737	16,036	132,133	149,768	18,441	8,015	13,845	66,243
Not Entitled.....	81,823	900	233	2,949	2,553	29,842	25,648	4,050	1,815	2,601	11,092
Appeals to Courts of Referees.....	11,716	404	19	606	218	4,846	3,122	643	190	408	1,260
Appeals to Unpaid.....	10,279	24	16	416	343	3,303	2,985	1,007	368	487	1,330
Appeals to Unpaid.....	101	—	—	2	2	42	30	6	2	12	5
Pending March 31, 1952.....	9,032	316	52	337	594	3,747	2,460	280	114	284	848
<b>Antedates—Approved:</b>											
Not Approved.....	543,032	6,841	1,986	23,047	19,746	174,053	184,013	24,427	10,504	17,637	80,778
<b>Extension of Qualifying Period:</b>											
Approved.....	4,658	105	49	376	281	1,044	2,089	155	67	253	239
Not Approved.....	2,207	13	17	144	189	606	711	137	62	134	194
<b>Dependency: Not Approved:</b>											
Approved.....	8,874	34	48	486	310	1,840	2,676	636	258	507	2,079
Not Approved.....	1,929	18	4	41	49	792	431	224	20	52	298
Dependency: Not Approved.....	14,189	460	74	376	457	5,388	5,566	299	125	240	1,204

## APPENDIX VII

AMOUNT OF BENEFIT PAID, REASONS FOR CLAIMS DISALLOWED AND DISQUALIFIED, AND  
NUMBER OF INTERSTATE CLAIMS, DURING THE YEAR 1951-52, BY PROVINCES

	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
<b>REGULAR BENEFIT PAID TO CLAIMANTS:</b>											
(Gross) from April 1, 1951 to March 31, 1952	\$85,873,927	\$1,667,975	\$516,163	\$4,101,881	\$3,201,881	\$28,156,467	\$25,364,721	\$4,540,829	\$2,290,512	\$3,446,751	\$12,587,647
<b>SUPPLEMENTARY BENEFIT PAID TO CLAIMANTS:</b>											
(Gross) from April 1, 1951 to March 31, 1952	4,609,925	222,084	39,260	280,105	171,962	1,374,536	1,247,011	289,902	175,733	181,610	627,722
Total.....	\$90,483,852	\$1,889,159	\$555,423	\$4,381,986	\$3,373,843	\$29,531,003	\$26,611,732	\$4,830,731	\$2,466,245	\$3,628,361	\$13,215,369
<b>REASONS FOR REGULAR CLAIMS DISALLOWED:</b>											
Not 180 days.....	131,606	6,230	797	6,612	6,905	41,276	39,094	6,430	3,697	5,012	15,553
Not 60 or 45 days.....	75,036	3,112	697	4,535	3,870	22,690	20,818	4,210	2,757	2,877	9,470
Total.....	206,642	9,342	1,494	11,147	10,775	63,966	59,912	10,640	6,454	7,889	25,023
<b>REASONS FOR DISQUALIFICATION:</b>											
Not unemployed.....	46,743	420	76	1,018	721	16,142	18,847	2,148	957	1,156	5,258
Not capable of work.....	5,209	174	19	265	226	1,266	1,459	338	338	105	1,220
Not available for work.....	10,048	453	25	485	433	3,863	2,704	586	323	459	717
Loss of work due to labour dispute.....	6,507	6	—	194	58	563	5,301	1	8	17	359
Neglect of officer of work.....	12,520	69	23	469	595	5,304	3,213	423	428	487	1,509
Neglect of opportunity for work.....	1,003	17	12	28	28	237	359	66	23	40	164
Failure to carry out written instruction.....	1,075	6	6	25	118	431	150	139	101	48	51
Non-attendance at course of instruction.....	85	4	—	7	6	20	23	11	1	2	11
Employment lost by own misconduct.....	7,509	61	28	451	220	3,296	2,502	158	109	245	439
Voluntary leaving without just cause.....	51,691	1,025	228	2,658	2,047	18,379	13,972	2,625	1,095	1,158	7,504
Inmate of prison or resident outside Canada.....	74	2	1	3	2	32	20	1	2	1	10
Failure to lodge insurance book, etc.....	9,961	709	52	287	373	1,778	3,409	781	351	387	1,834
Seasonal employment.....	735	42	—	27	14	464	113	49	11	4	11
Misrepresentation.....	2,518	13	8	47	14	1,333	560	111	80	103	249
Married women.....	10,706	36	39	358	293	3,279	3,535	812	350	566	1,438
Other.....	126	10	2	30	6	14	26	—	19	5	14
Total.....	166,510	3,047	519	6,381	5,154	56,401	56,193	8,249	3,963	5,815	20,788
<b>INTERSTATE CLAIMS:</b>											
Claims filed in Canada by U.S.A. claimants ..	808	5	3	44	19	279	161	32	14	12	239
Claims filed in U.S.A. by Canadian claimants	713	2	2	17	20	107	180	79	13	33	260

\* 104,275 of these claimants qualified for supplementary benefit, and 36,343 later qualified for regular benefit.



## APPENDIX VIII

NUMBER OF CLAIMANTS PROVING UNEMPLOYMENT ON THE LAST WORKING DAY OF EACH MONTH  
DURING THE YEAR 1951-52

Provinces	April, 1951	May	June	July	August	September	October	November	December	January, 1952	February	March
Newfoundland.....	1. 3,406 2. — 3. —	1,965 — —	1,211 — —	1,058 — —	1,139 — —	1,187 2 —	1,268 2 —	1,718 — —	3,527 107 —	7,724 45 644	8,620 46 910	8,232 1 1,610
Prince Edward Island.....	1. 1,061 2. — 3. —	473 1 —	374 — —	339 1 —	281 1 —	305 1 —	356 1 —	678 — —	1,347 2 45	2,040 3 231	2,027 10 340	1,952 8 354
Nova Scotia.....	1. 7,621 2. 1,244 3. —	5,086 1,058 —	4,948 864 —	3,938 848 —	3,857 765 —	4,547 846 —	4,989 703 —	6,706 856 —	10,073 609 234	13,058 807 1,873	12,847 932 2,259	12,654 932 2,791
New Brunswick.....	1. 9,842 2. 67 3. —	5,522 242 —	4,057 220 —	3,414 90 —	3,152 308 —	3,220 462 —	3,880 943 —	5,731 539 —	8,714 989 287	10,439 966 1,441	11,808 959 1,914	14,209 591 3,105
Quebec.....	1. 51,237 2. 3,337 3. —	31,434 4,354 —	25,910 6,448 —	25,103 8,566 —	23,122 9,869 —	23,012 10,507 —	29,836 14,242 —	43,742 17,733 —	72,435 19,908 2,208	85,821 17,095 8,423	89,325 13,537 12,111	102,735 11,765 14,912
Ontario.....	1. 28,632 2. 1,977 3. —	22,868 2,989 —	31,318 4,111 —	27,632 5,253 —	25,690 7,520 —	27,620 12,365 —	35,121 11,206 —	54,809 12,849 —	79,572 18,574 2,078	87,152 19,393 8,696	84,656 16,464 11,457	78,966 13,708 11,631
Manitoba.....	1. 9,073 2. 21 3. —	5,574 — 7	3,866 2 —	3,365 — —	3,617 5 —	3,792 6 —	5,415 17 —	8,664 12 —	12,094 15 20	14,460 20 32	14,204 82 20	13,367 20 3,051
Saskatchewan.....	1. 4,681 2. 58 3. —	1,707 18 —	1,172 15 —	1,077 12 —	1,056 15 —	1,061 14 —	1,471 12 —	3,341 15 —	5,782 3 281	8,241 2 1,222	8,092 40 1,550	6,874 34 1,108
Alberta.....	1. 5,586 2. 3,177 3. —	2,992 1,873 —	2,035 1,575 —	1,869 874 —	1,901 1,183 —	2,080 326 —	3,161 1,196 —	5,555 625 —	8,481 874 385	11,347 877 1,217	10,796 2,156 1,349	9,589 3,815 1,672
British Columbia.....	1. 15,709 2. 1,145 3. —	11,276 1,105 —	11,632 1,008 —	16,094 466 —	17,056 562 —	15,407 556 —	14,300 254 —	22,907 253 —	36,925 311 1,390	47,479 546 4,794	33,950 304 5,388	26,380 312 4,980
TOTAL.....	1. 136,848 2. 11,026 3. —	88,897 11,647 —	86,523 14,244 —	83,889 16,112 —	80,871 20,228 —	83,140 23,525 —	99,797 28,576 —	153,651 33,182 —	238,950 40,985 8,184	287,811 39,554 30,726	276,325 34,356 40,054	275,018 31,306 45,304

1—Ordinary Active  
2—Short-time and casual.  
3—Supplementary.

## APPENDIX IX

## UNEMPLOYMENT ASSISTANCE — NEWFOUNDLAND

FROM 1 APRIL, 1951 TO 31 MARCH, 1952

<i>Applications Received</i>	<i>Total</i>	<i>Initial</i>	<i>Renewal</i>	<i>Revised</i>
Pending on March 31, 1951.....	732	649	19	64
Corner Brook.....	427	231	22	174
Grand Falls.....	111	66	5	40
St. John's.....	1,131	648	78	405
Total.....	2,401	1,594	124	683
Postal Applications (Init. included above).....	867	867		

<i>Disposal of Applications</i>	<i>Total</i>
Allowed.....	1,051
Allowed with disqualification.....	267
Ineligible.....	1,018
Not entitled.....	59
Appeals to Courts of Referees.....	5
Appeals to Umpire.....	1
Total.....	2,401

## COURTS OF REFEREES

Pending on 31 March, 1951.....	2
Appeals received.....	3
Heard and disallowed.....	5

## REASONS FOR INELIGIBILITY AND DISQUALIFICATIONS

<i>Ineligibility</i>	<i>Total</i>	<i>Disqualifications</i>	<i>Total</i>
Loss of employment more than six months prior.....	44	Not unemployed.....	26
Less than 30 % of working days in insurable employment.....	829	Not capable of work.....	20
Application not as required.....	136	Not available for work.....	47
Lost employment prior 1 April, 1949 and did not make application until after 30 September, 1949.....	9	Seasonal employment.....	16
		Refusal of offer of work.....	5
		Neglect of opportunity to work.....	2
		Employment lost by misconduct.....	8
		Voluntary leaving without just cause..	85
		Prescribed manner.....	51
		Additional conditions 55 (2) (b) (ii)....	1
		Married women.....	6
Total.....	1,018	Total.....	267

Antedates—Approved.....	5
Antedates—Not approved.....	3
Dependency—Not approved.....	23

## CUMULATIVE AMOUNT OF ASSISTANCE PAID

From 1 April, 1951 to 31 March, 1952.....	\$368,281
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## APPENDIX X

LEGAL PROCEEDINGS INSTITUTED UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940 AND THE UNEMPLOYMENT INSURANCE  
COMMISSION REGULATIONS, 1949

Fiscal Year 1951-52

Nature of Offence	Carried over from 1950-51	Com- menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con- victions	With- drawals	Acquit- tals	Awaiting Result of Trials
For failure to pay unemploy- ment insurance contribu- tions (employers) . . . . .	122	368	490	363	20	2	105
For obtaining benefit through false statements (claimants) . . . . .	239	1,144	1,383	982	68	9	324
For failure to return insur- ance books (employers) . . .	—	178	178	154	7	1	16
For failure to produce rec- ords for inspection (em- ployers) . . . . .	6	36	42	29	2	—	11
For failure to keep adequate records (employers) . . . . .	11	41	52	39	2	—	11
For failure to deliver insur- ance book to an employee upon separation (em- ployer) . . . . .	—	4	4	1	—	—	3
Failure to purchase sufficient stamps (employers) . . . . .	—	10	10	7	—	—	3
Totals . . . . .	378	1,781	2,159	1,575	99	12	473

*Note:* Included among the withdrawals are cases in which the accused could not be located or where subsequently reported facts indicated that prosecutions should not be proceeded with, as compliance had been obtained.







OTTAWA  
Edmond Cloutier, C.M.G., O.A., D.S.P.,  
Queen's Printer and Controller of Stationery,  
1952

v. Doc.

Canada Unemployment Insurance Commission

201.173  
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TWELFTH  
ANNUAL

**REPORT**

FISCAL YEAR ENDING MARCH 31, 1953

THE UNEMPLOYMENT INSURANCE COMMISSION  
OTTAWA, CANADA





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### APPENDICES





CANADA

## UNEMPLOYMENT INSURANCE COMMISSION

June 25th, 1953

*To the Hon. Milton F. Gregg,*  
MINISTER OF LABOUR.

SIR,

We have the honour to submit herewith for the information of Parliament the twelfth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1952, to March 31, 1953, except where otherwise indicated.

The report is prepared in compliance with Section 99 of the Unemployment Insurance Act

Respectfully submitted,

A handwritten signature in cursive script, reading "J. B. Sinclair".

CHIEF COMMISSIONER.

A handwritten signature in cursive script, reading "R. J. Tallon".

COMMISSIONER.

A handwritten signature in cursive script, reading "C. A. L. Murchison".

COMMISSIONER.





# UNEMPLOYMENT INSURANCE COMMISSION

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## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1953

### INTRODUCTION

The value of unemployment insurance as a stabilizing influence, and the importance of maintaining an effective nation-wide employment service, were clearly demonstrated in the fiscal year 1952-53. While for the greater part of the year employment was at a high level, at its close 400,000 people were registered in local offices of the Commission. For comparative purposes, this figure must be considered in relation to the increased number of workers in Canada's labour force which, during the fiscal year, reached a total of 5,419,000.

Nevertheless such an unemployment figure would have been, before the passage of the Unemployment Insurance Act and the initiation of the program in Canada, the cause of considerable unrest, and probably involved expenditure of large sums in relief by municipal, provincial and federal governments. The fact that the great majority of those persons who were unemployed at the peak drew unemployment insurance benefit, while being assisted in their efforts to obtain work by the National Employment Service, enabled them to continue as purchasers of necessary commodities. The result was appreciably less hardship for unemployed individuals and a higher general economic level than would have been maintained before the Act was passed.

The highest point of unemployment was reached, as usual, during the winter when Canada is inevitably faced with seasonal unemployment. While the winter of 1952-53 was a very mild and equable one by Canadian standards, it resulted in suspension of activities along various lines. Navigation on inland lakes and waterways

ceased. Construction of certain types of buildings was reduced or suspended. Road repair and railway track improvements were left over until spring and summer. These are only some of the activities which were affected.

Insurance figures give some idea of the monetary value of the program to the unemployed worker during the period of seasonal unemployment. From a minimum of \$5,701,001 paid out in benefit during the month of October, payments rose to a total of \$20,589,830 in February last, and to \$23,992,293 in March. In both those months benefit payments totalled more than the amount received in contributions from all sources including government contributions.

Steady progress was made in the insurance field. Amendments were made to the Act and Regulations, the general effect of which were to modify benefit provisions in favour of claimants. Improvements were effected in administrative procedures which resulted in fewer delays in the adjudication of claims and a more efficient collection of contributions and payment of benefit. The revenue showed a slight increase from the previous year, and benefit payments were considerably larger. There was an increase in the number of insured persons although no new classes of any size were included in the coverage of the Act.

In the wide field covered by the Commission's National Employment Service, there were, at different times, varying conditions. Harvesting of Canada's largest grain crop, and tremendous activity in defence industries were, of course, reflected in demands for workers. With the arrival of winter, the picture changed as seasonal conditions closed down or reduced activity

in certain lines. A review of the year indicates that no serious labour shortages were encountered. There was, however, a continuing shortage of certain skills in the metal trades. The total of regular and casual placements made by the National Employment Service during the year was 996,212.

In other years the Commission has been pleased to comment on the high standard of courtesy and efficiency shown by its officers and the general excellence of its staff. Numerous letters of appreciation received from individuals and organizations during the fiscal year indicate that this standard is being maintained. These show that the staff not only performs the duties required of it in a satisfactory manner, but that some of its members go far beyond requirements of their positions in serving the public.

The Commission is aware of the fact that it must give genuine service if its program is to succeed. It endeavours to emphasize this truth at every opportunity. It also emphasizes that serving the public courteously and capably in the important field of unemployment insurance is a high calling worthy of the best that an employee can give.

That these facts are appreciated by its officers is a source of great satisfaction. The Commission is glad of this opportunity to express its sincere thanks to all members of the staff who have done so well during the year. It is confident that the high standard achieved will be maintained.

During the latter part of the year, a number of the Commission's local offices started operating on a five-day week in line with certain other business institutions. Their success in giving an adequate service to the public will be watched closely.

**UNEMPLOYMENT INSURANCE****AMENDMENTS TO THE ACT**

Several major amendments to the benefit provisions of the Act were made in 1952. As these changes directly affected the Fund, they were all submitted to the Unemployment Insurance Advisory Committee for consideration and received the Committee's approval before being enacted.

Higher rates of benefit came into effect in July 1952, reflecting the rise in wage levels. In the highest class the weekly rate was increased from \$21 to \$24 for a person with a dependent. There were corresponding increases in all other classes except the lowest and next to lowest, where the rates remained unchanged. These increases were introduced without increasing the rate of contributions for any class of insured persons.

In view of the sound condition of the Unemployment Insurance Fund, it was considered justified to make a reduction of three days in the waiting period which a claimant has to serve at the beginning of each benefit year. Previously the waiting period had been eight days, which in effect meant that there were nine non-compensable days at the beginning of a benefit year, since the first day in any period of unemployment is non-compensable. The reduction in the waiting period from eight to five days means that the initial non-compensable period is reduced from nine to six days.

In addition, the Commission was given power to prescribe by regulation the conditions under which the waiting period may be deferred in the case of a second or subsequent benefit year which commences during a period of unemployment. Previously it was found that hardship resulted where a benefit year expired while a claimant was unemployed and, although he had the necessary contribution credits to establish a new benefit year immediately, was required to serve a new waiting period while unemployed and without resources. Under the regulation passed in pursuance of this amendment, if a new benefit year commences within 14 days of the termination of the previous benefit year and the claimant has been employed for less than six days, or a full working week, during the said 14 days, he is not required to serve any waiting days in the new benefit year until he has been employed in the new benefit year for six consecutive working days, or a full working week, or for eight or more days in any two consecutive claim weeks.

The Act was amended to extend the period for which supplementary benefit might be paid from March 31 to April 15, without any changes in the basic provisions applicable to supplementary benefit.

**CHANGES IN THE REGULATIONS**

By a change in the Regulations the conditions under which benefit may be paid to persons who are laid off as a result of a plant



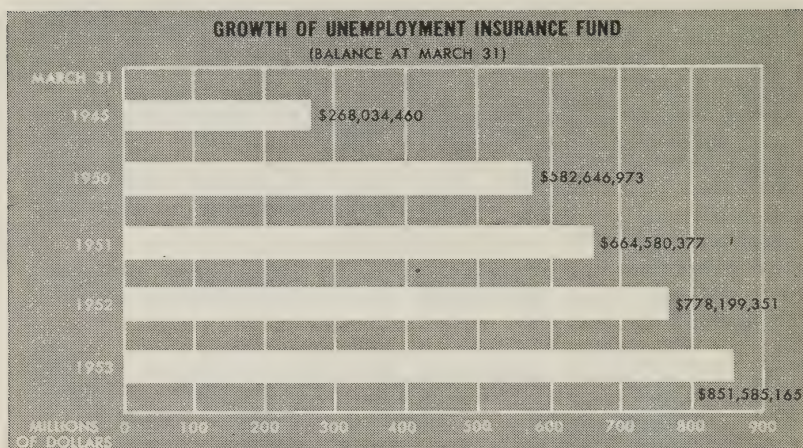
shutdown for an annual vacation were made more liberal. Previously benefit was not payable during such periods, whether or not the persons received holiday pay, unless the shutdown was for a period longer than two weeks, and in such case benefit could be paid commencing with the third week to persons who did not receive holiday pay. The amended regulation recognizes the fact that some persons become involuntarily unemployed during a plant shutdown for a vacation and that hardship results when they have no entitlement to holiday pay for the whole or any part of the holiday period. Such persons, under the new provision, may be paid benefit for days during the holiday period for which they receive no holiday pay, provided the shutdown is for one full working week or more.

There was also an easing of the special contribution requirements for married women claiming benefit in the two years immediately following marriage. The benefit regulations provide that a married woman, to qualify for benefit in that period, must satisfy additional conditions as proof of continued attachment to the employment market. These are that she has been employed under a contract of service for a prescribed number of days subsequent to the date of her marriage or, if she was employed at the time of her marriage, subsequent to the first separation from employment after marriage. Formerly the regulations prescribed that she must have worked 90 days in this manner if unemployed at the time of her marriage, and 60 days after separation if employed at the time of marriage. By amendment in 1952 the number of days was fixed at 60 in either case.

As a result of the spread of the five-day week in industry, anomalies had been arising where claimants were working short time, some of whom had a normal work week of five days and others a normal work week of six days. As the first day in a period of unemployment is non-compensable, a claimant who loses one day of employment in a week receives no benefit, but if he loses two days he receives benefit for one day. However, where the normal working week is only five days, from Monday to Friday, for example, a claimant who loses only one day still obtains benefit for one day if the Saturday is treated as a day of unemployment, whereas a claimant on a six-day week who is unemployed on one day receives no benefit. The regulations were therefore amended to provide that where a claimant who normally works a five-day week loses one day's work the sixth day should be disregarded in the same manner as Sunday and not be taken into account as a day of unemployment, thus providing equal treatment for persons on a five-day week and on a six-day week.

#### UNEMPLOYMENT INSURANCE FUND

The balance in the Unemployment Insurance Fund at March 31, 1953 was \$851,585,164.66 compared with \$778,199,351.43 at the



end of the previous year, an increase of \$73,385,813.23. Revenue from all sources was \$209,207,051.84 and expenditure \$135,821,238.61.

The whole fund, except the amount kept in cash for paying benefit, is invested in obligations of the Government of Canada, most of which are long-term securities. The book value of the investment securities as at March 31, 1953 was \$844,657,363.34 and the par value was \$849,288,500.00, a difference of \$4,631,136.66. The average yield of investments was 2.92% per annum as at March 31, 1953. Investment transactions may be made only on the authority of an investment committee of three, including the Governor or Deputy Governor of the Bank of Canada and two persons nominated respectively by the Minister of Labour and the Minister of Finance.

Notwithstanding the generally prosperous situation of Canada as regard employment, benefits amounting to \$433 million, or 35% of the total revenue amounting to \$1,211 million, were paid to insured workers during the period from 1941 to March 31, 1952. In the last fiscal year, 1952-53, the benefits paid amounted to 64.9% of the total revenue for that year. This rather large expenditure on benefit to unemployed persons during a period of relatively high employment can be attributed partly to the geographical and climatic conditions of Canada. A single national plan of unemployment insurance, which is expected to cope with all the regional and seasonal fluctuations in employment resulting from vast distances, a scattered population and a severe winter climate, is bound to incur a heavier proportionate outgo from the Fund than would a similar plan in a small, heavily settled country with a more temperate year-round climate.

UNEMPLOYMENT INSURANCE FUND  
BALANCE SHEET  
AS AT MARCH 31, 1953

## ASSETS

Cash on deposit with Receiver General.....	\$	3,425,347.78	
Amount on deposit with chartered banks for benefit warrant settlements.....		1,275,000.00	
Advances to local offices for payment of benefit by cash. ....		1,594,569.50	
Investments:			
Government of Canada and Canadian National Railways			
Bonds at cost (par value \$849,288,500.00).....	\$850,650,858.48		
<i>Deduct:</i> Amortization of premium less accumulation of discount .....		5,993,495.14	
Book Value.....		844,657,363.34	
Accrued interest on investments.....		6,480,515.62	
			851,137,878.96
			<u>\$ 857,432,796.24</u>

## LIABILITIES

Unredeemed Benefit Warrants:			
Unemployment Insurance.....	\$2,859,485.81		
War Veterans Allowance.....	1,113.02	\$ 2,860,598.83	
Contributions refundable to unlocated persons.....		817.50	\$ 2,861,416.33
Deposits:			
From employers under Bulk Payment Method.....		2,940,116.77	
Advance for War Veterans' Allowances.....		46,098.48	2,986,215.25
Balance at Credit of Fund:			
Balance at March 31, 1952.....		778,199,351.43	
<i>Add:</i> Net Revenue for period April 1, 1952, to March 31, 1953. ....		73,385,813.23	
			851,585,164.66
			<u>\$857,432,796.24</u>

*Note:* This balance sheet will not agree with the balance sheet included in the Public Accounts 1952-53, as it includes certain transactions during April, 1952, applicable to the fiscal year 1951-52 and does not include certain transactions during April, 1953, applicable to the fiscal year 1952-53.

UNEMPLOYMENT INSURANCE FUND  
STATEMENT OF REVENUE AND EXPENDITURE  
FOR THE PERIOD APRIL 1, 1952 TO MARCH 31, 1953

REVENUE

Contributions:

Employers and Employees—

Stamp Method. . . . .	\$71,618,621.54
Meter Method. . . . .	19,444,542.47
Bulk Payment Method. . . . .	62,224,580.13

Department of Veterans Affairs:

Armed Service. . . . .	\$1,216,938.53
Special Force. . . . .	400,561.82
Regular Force. . . . .	279,350.54

1,896,850.89

\$155,184,595.03

Government of Canada. . . . . 31,036,433.28

Fines Received. . . . . 36,085.94

Income from Investments:

Net interest earned after provision for  
amortization of premium and accumu-  
lation of discount. . . . . 22,972,862.82

Less: Loss on Sale of Securities. . . . . 22,125.38

22,950,737.44

\$209,207,851.69

Less: Adjustment of reimbursement to U. I. Fund on account of Supplemen-  
tary Benefits Classes 3 and 4. . . . . 799.85

\$209,207,051.84

EXPENDITURE

Benefit Payments:

Ordinary. . . . . \$128,814,174.79

Supplementary—

Classes 1 and 2. . . . . \$ 7,008,266.57

Less: Classes 3 and 4. . . . . 1,202.75

7,007,063.82

135,821,238.61

Excess of Revenue over Expenditure. . . . . 73,385,813.23

\$209,207,051.84



## COVERAGE OF THE ACT

In August, 1952, it was estimated that the Canadian civilian labour force numbered 5,419,000. Of this number 4,033,000 were wage-earners. The remainder were employers, own-account workers and unpaid family workers.

Of the wage-earners it is estimated that 3,169,000 or 79% were in insurable employment. This is an increase of 254,000 over August, 1951. The non-insured wage-earners, numbering 864,000 or 21%, included 455,000 employed in agriculture, hospitals, teaching, private domestic service and nursing; 190,000 in the federal, provincial and municipal permanent public service and police forces; 50,000 salaried workers earning over the insurable limit of \$4,800 a year; and 169,000 persons such as fishermen, commission agents and part-time and seasonal workers.

At the request of the Unemployment Insurance Advisory Committee detailed studies were made during 1952 of three of the excepted employments just mentioned, agriculture, teaching and domestic service, to determine how far it was possible or necessary to cover paid workers in these occupations and, if so, whether any special procedures would be necessary. A comprehensive survey was made of each of these employments, covering all parts of Canada. In these surveys the Commission drew partly on the detailed information obtainable from its local offices regarding conditions in their respective areas, such as numbers employed, rates of wages, duration of employment and amount of turnover of labour and the extent of seasonal, part-time and casual employment. It also obtained valuable assistance in regard to employment conditions and statistics from associations of employers and employees such as the Canadian Federation of Agriculture, the national and provincial Teachers' Associations, and, with reference to domestic service, from interested bodies such as the Y.W.C.A. and the National Council of Women.

On the basis of its findings the Commission reported to the Advisory Committee that a limited extension of coverage to paid workers in agriculture might be considered, though this would entail administrative problems. It had already been recommended by the Commission that employment in horticulture and certain other operations in agriculture such as chick hatcheries should be brought under the Act, as the exception of these employments was causing anomalies. Action on this was deferred, however, pending further consideration of the whole question of agricultural employment. The Commission's report on this is still under study by the Advisory Committee.

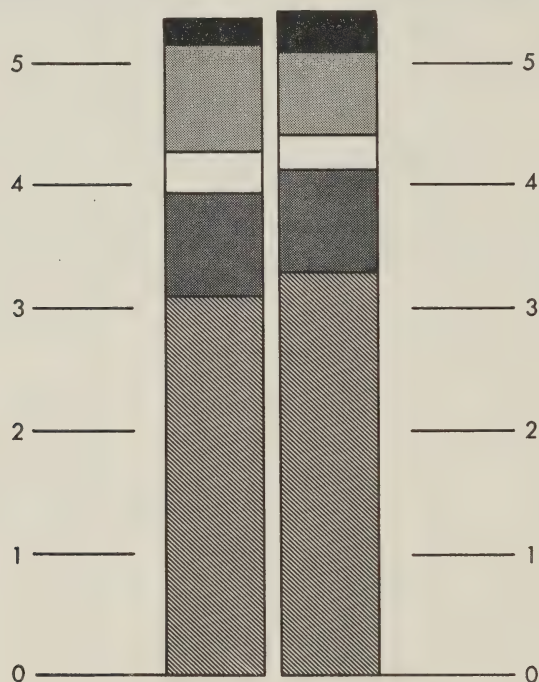
With regard to private domestic service the Commission also stated that a limited extension of coverage might be made without too great administrative difficulty, but did not consider that coverage of all domestic workers was either practical or desirable. Extending coverage to teachers would not be difficult, but such a step seemed to have few advantages for anyone, and the Commission recommended against it. The reports on these matters are also still under consideration by the Advisory Committee.

## CANADIAN CIVILIAN LABOUR FORCE

(Sample weeks in 1951 and 1952)

November 3, 1951

November 22, 1952



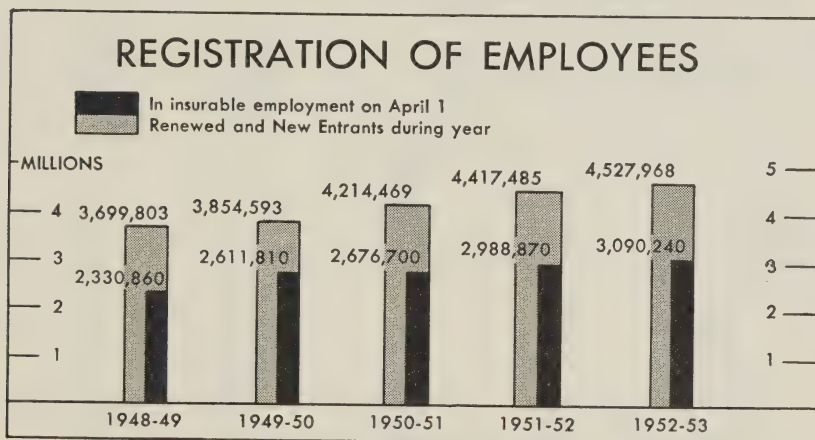
	1951	%	1952	%
Insured wage-earners	3,106,000	59.6	3,241,000	61.2
Non-insured wage-earners	794,000	15.2	819,000	15.5
Total wage-earners	3,900,000	74.8	4,060,000	76.7
Unpaid family workers	248,000	4.8	229,000	4.3
Own-account workers	894,000	17.2	691,000	13.1
Employers	168,000	3.2	310,000	5.9
Total Civilian Labour Force	5,210,000	100.0	5,290,000	100.0

The Commission had previously reported that the extension of coverage to clerical and maintenance workers in hospitals and charitable institutions would be advantageous to these classes, as they are generally insured when employed in industry.

During 1952-53 the Commission gave formal decisions in six cases of coverage submitted to it under Section 45 of the Act, compared with nine in the previous year. Five cases, the same number as in the previous year, were decided by the Umpire. Three of these were on a reference from the Commission, one was an appeal against a decision by the Commission, and in the remaining case the Umpire reconsidered an earlier decision on the basis of new facts.

#### CONTRIBUTIONS

Further administrative adjustments in recording contributions and computing benefit during the year 1952-53 gave rise to more simplified processes and resulted in handling an increased volume of claims with a reduced staff. While the number of insured persons as at March 1, 1953 was approximately 3,280,000, the number of insured persons' contribution records handled during the year 1952-53 was 4,527,968, an increase of 110,483 over the year 1951-52.



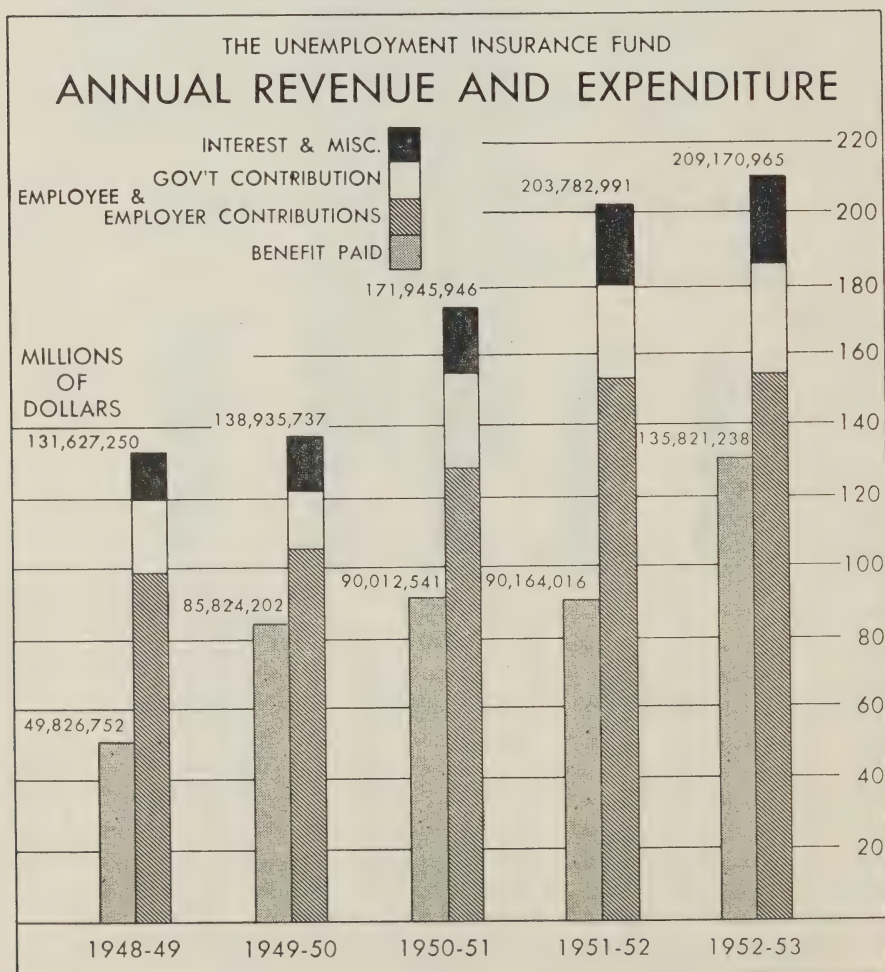
	April, 1, 1952	During Year 1952-53
Newfoundland	49,720	82,619
Prince Edward Island	8,500	13,880
Nova Scotia	102,460	154,949
New Brunswick	101,260	150,951
Quebec	899,410	1,328,339
Ontario	1,236,120	1,772,409
Manitoba	182,220	237,735
Saskatchewan	74,970	117,042
Alberta	152,690	245,847
British Columbia	282,890	424,197
CANADA	3,090,240	4,527,968

The bulk payment method of making contributions continues to be popular with the larger employers in Canada who have a low turnover of labour. Under this method the employer, instead of



making contributions by means of unemployment insurance stamps or meter impressions, keeps a record of the number of days worked and the amounts deducted for unemployment insurance by pay periods for each of his insured employees and remits to the Unemployment Insurance Fund by cheque the contributions that are due each month. Originally only employers with 500 or more employees were allowed to use the bulk payment method. In recent years the method has been simplified. Because of this and because of careful selection, it has been possible to extend it to some smaller employers without any cases of default in payment of the monthly remittances.

The end of September, 1952, saw the termination of the qualifying period for armed service contributions in respect of veterans





of World War II. During the year \$1,216,938 was received on behalf of these veterans. In addition, some \$400,562 was received on behalf of members of Canada's special forces, and \$279,350 for members of the regular forces who had enlisted since July 5, 1950 and had since been honourably discharged.

These latter collections were made under the authority of the Veterans Benefit Act, 1951, whereby the Government of Canada pays to the Unemployment Insurance Fund both the employer and employee contributions on behalf of certain veterans of Canada's armed forces. The object of this provision is to continue the coverage of unemployment insurance for short-term services in the forces, particularly for persons who have volunteered for armed service since July 5, 1950, and to guarantee a right to 90 days' benefit upon honourable discharge to persons who have had at least 91 days of such service and cannot obtain employment immediately after discharge. Soldiers, sailors and airmen who have entered the armed forces as a career are not affected and remain non-insurable.

Contribution records of all insured persons in Canada are maintained by insurance number, and it is estimated that about seven million numbers have been allotted to insured Canadians since the Act came into force. As each insured person's number is allotted to him for life, it is necessary to maintain a master index of all insured persons in Canada both alphabetically and numerically. This index is located at the Commission's head office in Ottawa, and reference is made to it each time an application for an insurance book or for insurance benefit is made where the number is not known by the applicant. In addition, all applications for persons being insured for the first time are sent to the master index to be added to the files. Changes of name and number, and any deaths that are reported to the Commission, are also noted in this file, so that it has become one of the largest indexes of Canada's working population.

It should be noted that, although this index includes a number of personal details concerning each insured person, information given to the Commission by insured persons concerning themselves is kept confidential.

During the year 1951-52, 407,797 notations were added concerning persons insured for the first time, and 95,148 reports of change of name or insurance number were posted to the records. The use made of the master index is indicated by the number of inquiries received from the Commission's offices. During 1952-53 the total number of inquiries was 302,524 or approximately 1,000 per day.

#### AUDIT OF EMPLOYERS

Although there has been a steadily increasing number of employers who are subject to the provisions of the Act, the audit staff has actually been reduced in the past year. This has been possible by improved audit methods and the simpler contribution table introduced in July, 1950. This table reduced the contribution classes from 9 to 7 and made employer and employee contributions

equal in all classes. These factors have combined to speed up the audit of employers' records. The reduction in staff was accomplished by not filling the normal vacancies that occurred in the year.

In general, audit visits are more frequent now than they were a few years ago as the average interval between audits is now about 12 months. Because of this acceleration the overdue contributions established have decreased from \$1,786,498.81 last year to \$1,693,135.24 in 1952-53. The audit staff collected 98.9% of the arrears.

Despite the eleven years since the Act came into force, there still are many casual or transient employees who neglect to retain their insurance books. This causes difficulty at the time of hiring as employers are required to affix contributions after each pay day and must do so in the employee's insurance book or on the insurance card.

The audit division has two main functions—first, to ensure that employers comply with the coverage provisions of the Act and that they keep contributions up to date, and second, to see that employees have their contributions properly recorded. The number of registered employers to be audited was 241,847. Employer compliance is found in about 70% of audits performed and many delinquencies are minor or due to innocent error and, as mentioned, the great bulk of the assessments are cleared up on the spot. Inadequate records and non-production of the insurance book at time of hiring result in a large percentage of the assessments being unidentifiable as to employees.

The field auditors make visits to employers' premises to audit their records. In addition, the auditor follows up complaints involving coverage and contribution matters, as well as non-delivery of insurance books on separation or at book renewal time. He also prepares and presents prosecution cases in Court. The audit staff make special field surveys as required by the Commission and when visiting employers discuss employment matters and the facilities offered by the National Employment Service.

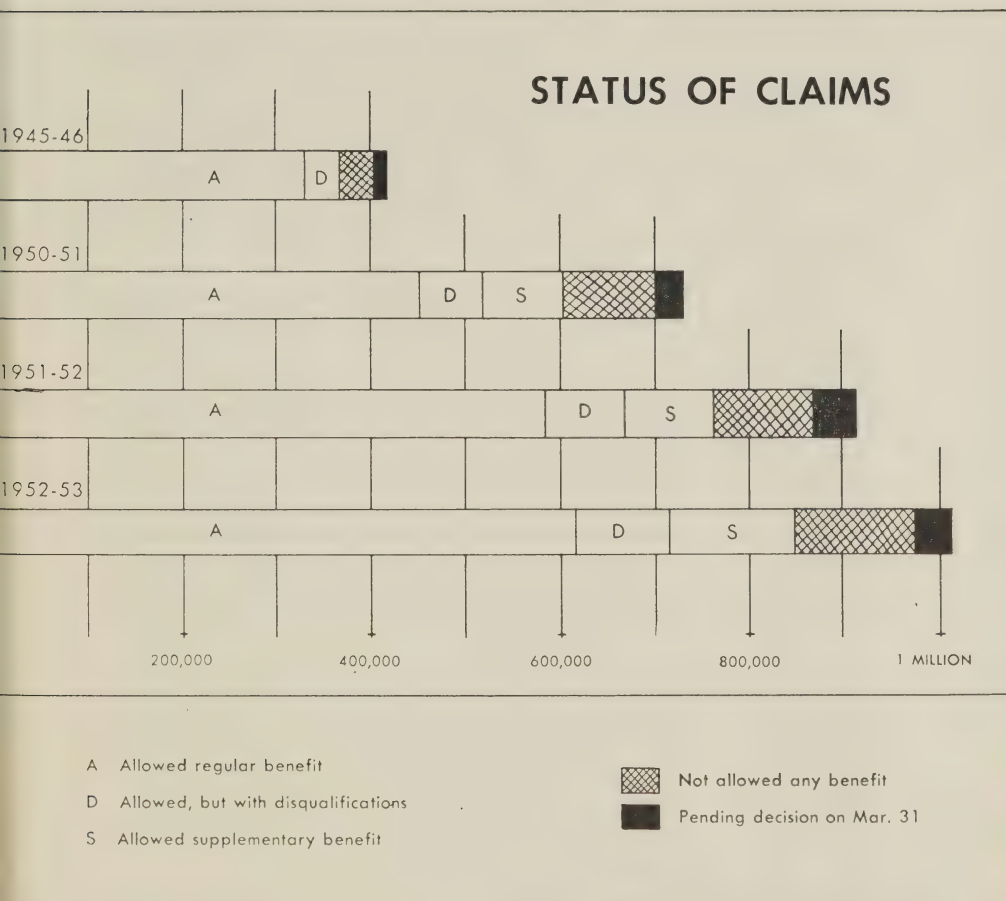
At present there are 337 auditors in the field at 111 local offices operating from 34 district centres. This arrangement provides the best possible service to the public at the least travel cost. Two additional resident points, Matane, P.Q. and Newcastle, N.B., were established during the year.

The auditors' work is not always confined to the cities and towns or settled rural areas. They must go wherever there are employers. Certain remote areas of Newfoundland are visited by means of small chartered vessels. The auditors' visits to lumbering and logging sites in Northern Quebec, Ontario and British Columbia are becoming routine and the rapid economic development of the whole of the Canadian Northland has considerably extended their sphere of operations.

#### PAYMENT OF BENEFIT

The number of initial claims received in 1952-53 was 984,246 as compared with 881,298 in the previous year. Of these 620,920 or 63% were allowed with no disqualification and a further 99,518

or 10% were allowed but the claimants were disqualified for various periods. A further total of 133,710 claimants or 14% who could not qualify for regular benefit were allowed supplementary benefit. The number who made claims but could not qualify for either regular or supplementary benefit was 125,144 or 13% of all claims received. However, of these, 46,865 or 5% subsequently proved entitlement.



The total gross amount of benefit paid was \$135,821,239 of which \$128,814,175 was regular benefit and \$7,007,064 was supplementary benefit.

The great majority of claimants who failed to qualify for regular benefit lacked the necessary 180 contributions within the two years prior to claim. In 106,038 cases the claimants had 180 contributions but did not have 60 of these within the last year or the alternative of 45 within the last half year. In more than half of the 218,107 claims that were allowed but in which a disqualifica-

tion was imposed, the reason was that the claimant had either left his employment voluntarily without just cause or was held to be not unemployed. In the remainder, some of the main reasons for disqualification were that the claimants were not available for work, had neglected an offer of work, or had lost their employment by reason of their own misconduct.

An increase in the rate of benefit for most classes of beneficiaries came into effect in July 1952. Hence the average rate of benefit for the calendar year was \$2.87 compared with \$2.57 in the previous year. The average duration of benefit was 55 days which was identical with that prevailing in the previous year.

There has been a gradual increase throughout the period since unemployment insurance came into effect in the number of points at which claims are adjudicated. Originally all claims were handled by less than a dozen regional and district offices. The policy has been to locate fully-authorized insurance officers at all important local offices. Such officers are now located at 82 offices. At a further 100 offices there are officers who have authority to deal with non-contentious matters. In this way the time required for adjudicating claims is constantly being reduced. It is also felt that better adjudication can be made by insurance officers who are familiar with local conditions.

Improved local office procedures and the shortening of the waiting period have also made it possible to reduce the time taken to get a claim into payment.

The Commission made an intensive study of whether or not the Act should be extended so as to allow benefit to be paid to insured persons for periods of illness as well as unemployment, on the ground that there is an involuntary loss of earnings in either case. The study included an examination of the legislation and procedures in the United Kingdom, Australia and the United States, where temporary disability insurance plans are in use.

Appeals taken by claimants to courts of referees from decisions of insurance officers numbered 13,003 as compared with 10,279 in the previous year. From the table below it will be noted that of the total number of appeals heard 2,401 were allowed, while in 10,094 appeals the decision of the insurance officer was upheld by the court of referees.

APPEALS AND REFERENCES TO COURTS OF REFEREES,  
AND APPEALS TO THE UMPIRE  
DURING THE FISCAL YEAR 1952-53

COURTS OF REFEREES—

Pending 31 March, 1952 . . . . .	460	
Received during year from Claimants . . . . .	13,003	
Referrals by Ins. Officers—Inter-state, etc. . . . .	88	
Total . . . . .		13,551
Appeals by Claimants—Allowed . . . . .	2,377	
Disallowed . . . . .	10,034	
References by Ins. Officers—Allowed . . . . .	24	
Disallowed . . . . .	60	
Total heard . . . . .	12,495	
Withdrawn . . . . .	451	
Pending 31 March, 1953 . . . . .	605	
Total . . . . .		13,551



The Umpire disposed of 117 appeals by claimants and insurance officers against decisions of courts of referees.

APPEALS TO UMPIRE—

Pending 31 March, 1952. ....	28	
Appeals by Claimants during year. ....	89	
Appeals by Associations during year. ....	24	
Appeals by Ins. Officers during year. ....	50	
Total. ....		191
Appeals by Claimants—Upheld. ....	14	
Not Upheld. ....	36	
Appeals by Associations—Upheld. ....	3	
Not Upheld. ....	14	
Appeals by Ins. Officers—Upheld. ....	39	
Not Upheld. ....	10	
Withdrawn. ....	7	
Referred back to Court of Referees. ....	1	
Pending on 31 March, 1953. ....	67	
Total. ....		191

### CO-OPERATION OF LABOUR AND MANAGEMENT

The healthy interest that both labour and management continue to take in the Unemployment Insurance Act has been shown by suggestions received from unions and employers' organizations and by the willing co-operation given by representatives of both labour and industry in the various advisory bodies and quasi-judicial tribunals established by the Act. Officers of the Commission have been invited to address unions and employers' associations on several occasions in order to explain the working of the Act. The Commission feels that these exchanges of information and ideas are valuable as a means of furthering a sound appreciation of the objects to be kept in view in the administration of unemployment insurance.

### RECIPROCAL RELATIONS WITH UNITED STATES

During 1952 three more states agreed to apply the Interstate Reciprocal Agreement on unemployment insurance to claims taken for and against Canada, bringing to forty-seven the number of states and territories that now do so. The only states that have not entered the arrangement are Alabama, Kentucky, Maine and New Hampshire.

The reciprocal agreement between the governments of the United States and Canada made in April, 1942, brings Canada into the general reciprocal arrangement that has been made by the states themselves. As between Canada and the United States, the agreement provides that an employee who works in both countries for the same employer may be covered under one unemployment insurance law only and that, if he has established credits in both countries for different periods of employment, he may draw on those credits regardless of which country he is residing in when filing the claim.

The machinery for handling claims between Canada and reciprocating states is similar to that in operation between the various

states under the interstate agreement. If an American or Canadian residing in one of the reciprocating states has accumulated credits for unemployment insurance while employed in Canada he may apply for benefit against Canada by registering for employment and filing an interstate claim in any employment office in that state. His claim documents are forwarded to the Canadian regional office nearest his last place of employment in Canada for adjudication.

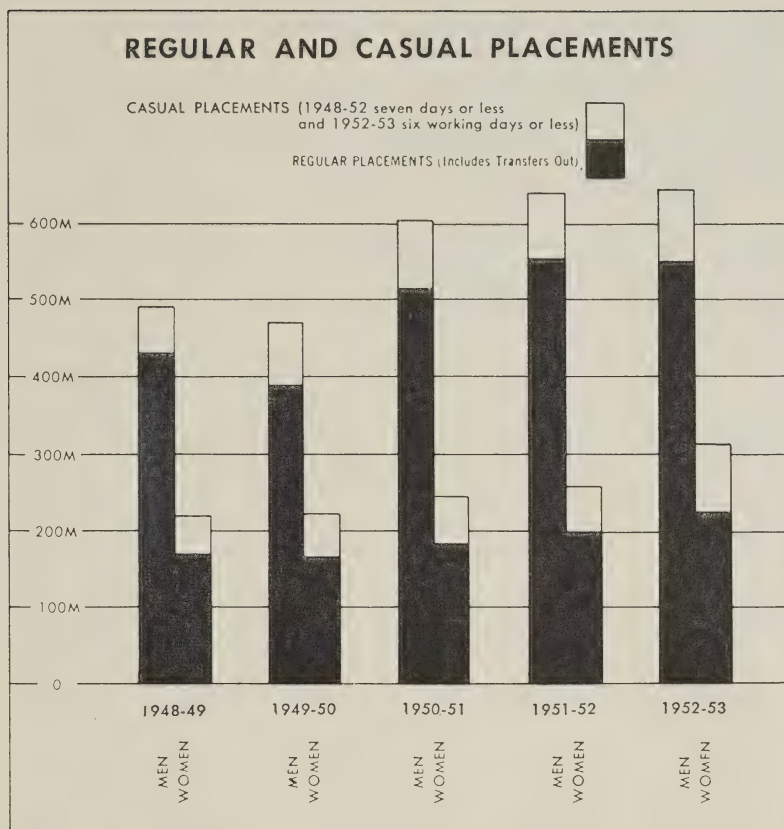
The Unemployment Insurance Commission in general accepts the registration requirements for employment, availability, etc., of the particular state that is taking the claim and accepts the statement of the United States local office that the claimant is unemployed and that there is no suitable work available for him. Adjudication is made at the Canadian regional office, the decision is forwarded to the claimant's address, and a notice of the decision is sent to the United States local office where he filed his claim. If benefit is allowed, payment is made by weekly cheques in Canadian funds and any collection charges are at the expense of the claimant.

Similarly, any local office of the Canadian Unemployment Insurance Commission will act as agent for a reciprocating state in taking claims filed against that state by Americans or Canadians residing in Canada. Where a state borders on Canadian territory, it is often possible for a person residing near the border to report at a local office in the country against which he is filing his claim, even though residing in the other country. Such "commuters" file claims in the usual manner and are excluded from interstate procedures.

During the year 1952-53, 1,201 interstate claims were filed in Canada against the forty-seven reciprocating states. The number of claims filed in the United States against Canada was 776.

## **EMPLOYMENT**

Operations of the National Employment Service of the Commission continue to play an important part in the economic life of Canada. At the beginning of the fiscal year comparatively large numbers of workers were seeking work, but with the seasonal upswing in employment most of these were placed. During the active summer season shortages developed in a few areas, and there was a continuing shortage of certain skills in the metal trades. Nevertheless, despite the largest grain crop in history, great activity in defence and related industries, and tremendous activity in defence construction, no serious shortages of labour were encountered. As activities decreased due to the weather, there were again large numbers seeking employment through our offices, which situation continued to the end of the period under review. The prospects for the early employment of most of these men and women are good. The trend in the economy to greater industrialization and mechanization is changing the types of workers required, the areas in which they work and, to an extent, the periods of employment. These changes add to the continuing need for an active and effective Canada-wide employment service.



### SERVICE TO INDUSTRIES

*Primary*—The demand for primary industries workers and the supply of workers was more closely in balance than during previous post-war years when demand generally exceeded supply. A substantial decline in the number of workers employed in forestry was the most significant change throughout the year. The index of employment in forestry at June 1, 1951 was 188.6, and at June 1, 1952 was 124.6 (1939=100).

Employment in mining was slightly higher than during the previous year but the demand for new immigrant labour by the mining industry fell off.

Seasonal shortage of farm labour was evident in most areas. It was overcome by internal shifts of domestic workers and by immigration. A decline in demand by the woods industry, drought over parts of Ontario, increasing farm mechanization and favourable harvest weather in Western Canada contributed to relieve shortages in agriculture. There was no evidence of loss of farm crops by reason of labour shortage. Throughout the year the faci-

lities of the National Employment Service of the Commission, the Immigration Branch of the Department of Citizenship and Immigration, and the Department of Labour were used in a co-operative effort to recruit labour for primary industries. Assistance was given to the sugar beet industry in Ontario, Quebec, Manitoba and Alberta by supplying Canadian and immigrant labour, in co-operation with the Department of Labour and provincial governments.

The National Employment Service again played a prominent part in the movement of farm workers in Canada and between Canada and the United States. Organized movements with the number of farm workers involved were as follows:—

Berry pickers to B.C.....	From Alberta and northern Saskatchewan.....	91 (women)
Hay making to P.E.I.....	From Nova Scotia.....	19
Hay making in N.B.....	From points in N.B.....	22
Sugar beet blocking in Que.....	From points in Que. to St. Hilaire.....	701
Hay and grain harvesting in Ont....	From Maritimes, incl. Nfld.....	384
	From Alberta and Manitoba.....	231
Grain harvest in Prairie Provinces..	From Ontario.....	1,730
	From Quebec.....	567
Potato picking in P.E.I.....	From N.S. and N.B.....	271
	From points in P.E.I.....	18
Potato picking in N.B.....	From points in N.B. to Woodstock	31
Apple picking in N.S.....	From points in N.S. to Kentville..	88
Apple picking and packing in B.C...	From points in B.C. to Okanagan..	660
Beet harvest in Que.....	From points in Que. to St. Hilaire.....	125
INTERNATIONAL MOVEMENTS		
Tobacco curers to Ontario.....	From U.S.A.....	1,517
	to Quebec.....	40
Potato pickers to Maine.....	From Quebec.....	2,613
	to U.S.A.....	1,665
Potato picking and other farm work in New York State.....	From Quebec.....	125

In addition to these organized movements whereby workers were transported to shortage areas, large numbers of workers were recruited locally for farm needs. Farm placements effected by the National Employment Service in the fiscal year amounted to approximately 62,000 workers.

*Manufacturing*—During the early part of the 1952-53 fiscal year the employment picture was a pattern of contrasts. In some fields surpluses existed while in others there were shortages. The outstanding surplus of labour was in the textile industry. Canada, however, was not alone in this situation as the recession in this industry applied internationally. As the year advanced and the government's defence program expanded, most of the surplus was absorbed. The textile industry by July was recalling laid-off employees, and shortened work hours were being extended to execute defence orders.



The greatest proportional increase in labour force was in aircraft manufacturing. Throughout the year heavy demands for workers were placed with National Employment Offices. The difficulty in obtaining these workers was indicated by the expanding area to which orders were of necessity cleared. Much the same situation existed in the shipbuilding industry, and as a result recruitment of workers was effected in Britain and in Europe as well as throughout Canada.

Non-defence industries were given an impetus by the lifting of credit restrictions, and the demand for workers in these fields also showed a decided increase by mid-summer.

Occupationally, the greatest shortage of workers was in the metal trades. General machinists, tool and die makers, sheet metal workers, fitters and other related trades were in continual demand. At the year's end available workers had not satisfied requirements. These varied factors placed a burden on the initiative of employment officers. On the one hand they had to contend with the placement of workers whose experience was difficult to adapt to another industry's requirements, and on the other they had to try to find workers for manufacturing occupations in which expansion had created demands beyond the basic number of trained artisans.

*Construction*—In the fiscal year under review the construction industry got off to a slow start. This was largely due to poor weather in the spring and a lack of activity in house building. However, as the year progressed house building increased, and after mid-summer the total number of units commenced exceeded considerably that for 1951. This fact, coupled with great expansion in defence and non-residential construction, eventually resulted in heavy demands for labour throughout the industry. Exceptionally mild weather during the fall and early winter enabled the construction industry to carry on and provided considerable employment well into the winter months.

The three major demands for construction labour were at Kitimat, B.C., Seven Islands, P.Q., and in projects situated in Labrador and Newfoundland. All of these showed greatly increased payrolls over 1951. The Ontario Hydro also had extensive operations in progress at Niagara. In the Kitimat project efforts of the employment branch resulted in supplying hundreds of workers to contractors. Many skilled workers, particularly hard rock miners, were recruited from as far away as Quebec and Ontario. For the Seven Islands job, most of the workers were obtained from the provinces of Quebec and Newfoundland.

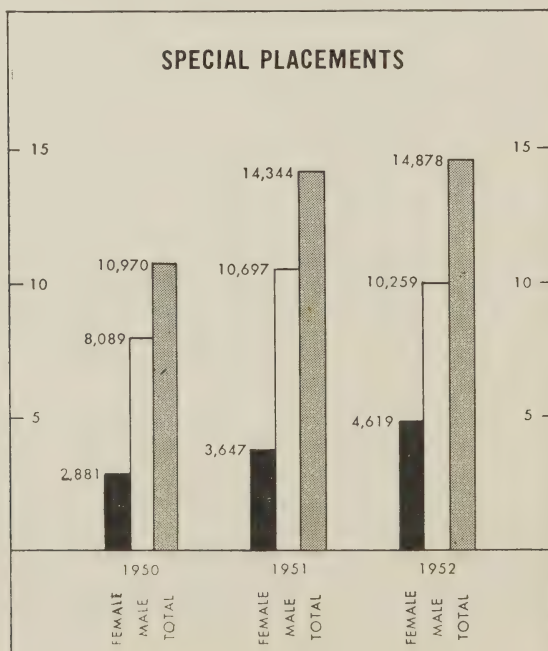
The greatest shortages of construction workers were in the Calgary-Edmonton area, where both defence and industrial construction taxed to the limit the supply of workers. A series of labour disputes affected the construction industry in British Columbia, and the loss of man hours from this cause in 1952 greatly exceeded that of 1951. While many skilled artisans became available through immigration, shortages existed all season in such trades as heavy equipment operators, sheet metal workers, plumbers and steamfitters.

*Other Industries*—Sales, both wholesale and retail, at the commencement of the fiscal year, were slow and indicated little increased demand for workers other than in relation to seasonal fluctuations. However, the lifting of credit restrictions gave an impetus to sales, and a decided increase in demand for sales persons resulted. The demand for the service of Commission offices greatly increased in the transportation fields. During the year an expansion of air services, shortage of licensed seamen on the Pacific coast, and the construction of a network of pipelines across Canada, resulted in heavy demands for a variety of workers.

#### SPECIAL SERVICES

*Special Placements*—Special placements is the term used in describing that phase of the work of the National Employment Service which deals with the worker who is handicapped in some way in his or her search for employment. Youth counselling and the training or retraining of workers of all ages also come within the purview of this phase of employment work. The corner stone of this special service is a comprehensive and individual counselling of the young or handicapped worker by qualified special placement officers. In the case of workers with a severe physical handicap which greatly restricts the field in which employment is possible, or workers with personal problems which seriously affect their chances of securing employment, special placement officers also provide a personal referral service. Among those benefiting by this service are ex-inmates of penitentiaries or similar institutions.

The following graph gives a comparison of placements of handicapped workers over the past three years.



Special efforts were made during the year to bring to the attention of employers the reserve of manpower available to them. Councils for the Guidance of the Handicapped in various large centres across the country assisted in promotion and development of this program. Local employment committees have taken an active interest and made recommendations.

The National Advisory Committee on the Rehabilitation of Disabled Persons studies many aspects of the problem, and agencies engaged in rehabilitation work are being further encouraged. These agencies are assisted by special placements officers in local offices through the counselling and employment service to workers dealt with by these agencies. They in turn co-operate with special placements officers in giving rehabilitation services to applicants, when the counselling process has brought specific need to light.

*New Entrants to Employment*—Graduates from high schools and drop-outs are being referred to local offices of the Commission in increasing numbers. This is the result of the high degree of co-operation which has been developed in all regions between schools and local offices. Testing procedures are being developed in certain local offices. In this manner, applicants' interests, aptitudes and other attributes are revealed and related to job opportunities. Testing is only given with the consent of the applicant, and is not always necessary if test results are available from schools or other sources. To date, excellent results have been obtained through this medium and further expansion of the program has been decided.

#### YOUTH COMMITTEES

Youth Guidance and Placement Councils function in the larger cities. The organizations represented on these councils have made a decided contribution to the development of techniques, and the evaluation of the counselling service in certain local offices. These councils have developed a greater awareness by community organizations and employers of the services to new entrants to employment.

*Selection and Referral to Training Courses*—Counselling may demonstrate that a need for training in a specific occupational field is required. Referral to training courses under the various Dominion-Provincial agreements, and to courses in centres of training approved by the Unemployment Insurance Commission, have resulted in a large number of young people receiving training in trades and occupations where the demand has exceeded supply of workers.

#### EXECUTIVE AND PROFESSIONAL

This phase of employment work now familiarly known everywhere as the E & P division, concerns itself with orders for people with technical, professional, and executive qualifications, and also with applicants seeking work who possess such qualifications. In the fiscal year under review the number of E & P placements confirmed was 6,920, an average of just over 133 a week. This was an increase of 539 over the previous fiscal year.



One of the most important activities of the E & P service is finding employment for university students, both permanent employment for graduates and summer employment for undergraduates. This is an annual campaign spread over the academic year. Before the end of 1952, all of that year's graduates had been placed in suitable positions. Work on behalf of the 1953 graduates is now well under way. The prospects this year are just as bright as in the past year. It is even anticipated that there will be shortages, especially among graduates in Engineering, Pure Science, Commerce and Business Administration. At the present time, E & P service is provided full time throughout the whole academic year on campuses of seven of the largest Canadian universities. At other universities whatever assistance needed is given.

During the year under review, certain shortages have occurred in some technical occupations. However, through close liaison with the Department of Labour office in London (England), many suitable people have been located, which assisted in overcoming these shortages.

Large numbers of inquiries are still received from well qualified persons in other countries who want information about their chances of employment in Canada. Replies are sent giving the fullest information possible. In addition, copies of inquiries and replies are provided to the Immigration Branch of the Department of Citizenship and Immigration for its information.

During the year a great deal of work was done to help in obtaining suitable personnel for the program of technical assistance to under-developed countries, both for the Colombo Plan and the United Nations program. Continued efforts have been made to keep Canadian employers, universities, professional societies, etc., advised on the supply and demand of professionally qualified people.

#### VETERANS' PLACEMENTS

The second world war now having been over for nearly eight years, it would appear reasonable to expect that work on behalf of veterans should be slackening off. On the contrary, however, it has seemed to increase slightly. This is due to several factors, such as changes in veterans' legislation, and the number of Korean veterans appearing at our offices for assistance. One of the major changes in legislation was a new War Veterans' Allowance Act which, through making special provision for WVA recipients who are able to work part of the year, added considerably to the labours of the Commission's veterans' officers.

Special attention has been given to the problem of obtaining employment for the older veteran. In this work great co-operation has been received from the Department of Veterans' Affairs and the Canadian Corps of Commissionaires. Placement of veterans in employment during the year has compared favourably with other years. Statistics have shown that the percentage of placements of veterans compared with the number of veteran applicants has been greater than the percentage of male placements as a whole



compared with the number of male applicants. This would indicate that the policy of veterans' preference is being applied not only by our offices in referral, but also by Canadian employers in their acceptance.

#### WOMEN AND THEIR EMPLOYMENT

All the services provided by the National Employment Service of the Commission are available to women workers and employers of women in the same degree as to men. This is considered important in view of the increasing acceptance of women in most occupational groups, as well as in the professional industrial and mercantile fields.

In addition to dealing direct with women and their employment the women's division provides labour market information on conditions prevailing in industries and occupations in which women are employed. It deals with special projects involving employment of women in specific occupations, and maintains liaison with women's organizations, professional women's associations, educational institutions, social agencies and all others concerned, on phases of their work relating to employment. At appropriate centres and levels women officials participate in the work of various departmental committees and, as required, represent the Commission in meetings with provincial government groups and others.

Women officials of the Commission similarly participate in various conventions, conferences and other meetings of organizations fundamentally concerned with betterment of the social, economic and educational status of wage-earning women, all of which are closely related to women's employment. A partial list of such organizations would include nationally organized bodies such as the National Council of Women, the Canadian Federation of Business and Professional Women's Clubs, the Canadian Nurses Association, the Young Women's Christian Association, and the Catholic Women's League, as well as the nationally federated women's service clubs, welfare groups and others.

In July, 1952, at Vancouver, under the chairmanship of the adviser on women's employment at head office, the regional advisers on women's employment met in conference to discuss the special problems of women's employment and exchange ideas as to their responsibilities as advisers to the Commission. Coincidentally, this group of senior women attended the biennial convention of the Canadian Federation of Business and Professional Women's Clubs then being held in Vancouver. As experts on women's employment they participated in a program based on subjects of vital interest to Canadian wage-earning women, many of whom are themselves employers.

Conditions in women's employment for all Canada as at the end of the fiscal year were indicative of the fact that there is a growing acceptance of women in most fields of endeavour. Throughout the year, participation of women in the labour force held a stable position. As at April 1, 1952, there were 82,000 women registered

as unplaced applicants at the offices of the National Employment Service, but at March 31, 1953, this figure had dropped to 67,000. Unfilled vacancies registered at March 31, 1953, were 16,000 as compared with 13,000 registrations for the same period in the previous year. The female labour force at the close of the 1952-53 fiscal year was estimated as approximately 1,100,000.

While during the year there were persistent claims that shortages existed in certain occupational groups of women, chiefly in those of nurses, stenographers and domestic workers, the figures indicate that the shortages were confined to certain urban areas. This condition may be explained by the fact that there has been a rapid increase in the population of many areas with a resultant increase in the vacancies reported from new institutions, new business enterprises and even from family groups newly established in the many housing settlements throughout Canada. All these have kept the demand for nurses, stenographers and domestics steadily in advance of the number available in the areas concerned. Otherwise statistics show that at March 31, 1953, a reasonable balance was being maintained in these three categories between unfilled vacancies and unplaced applicants.

Immigration of women workers has helped in meeting some of the most urgent demands. Domestic workers from the United Kingdom and Germany provided help for Canadian homes while a number of graduate nurses from Britain continued to alleviate the shortage in hospital staffs, although many of these British nurses were obliged to undergo further training in order to meet Canadian standards for registration. The National Employment Service not only placed these women immigrants in employment but the women's division provided helpful assistance towards the adjustment of these newly-arrived workers.

#### ANALYSIS AND DEVELOPMENT

During the year certain important developments took place, some to meet changing conditions and others as part of the normal process of improving effectiveness of selection and placement work being done by local offices.

*Labour Market Information*—As source material of labour market information, the analysis and development division continued to receive and review a variety of reports from local and regional offices. These included regular office reports on labour demand and supply, narrative summaries of local and regional employment conditions, and reports on labour involved in mass lay-offs and industrial disputes. As occasion warranted, special reports were obtained to provide up-to-date information on particular phases of the labour market situation.

In the field of labour market analysis a reporting technique was developed to produce information from local offices upon which determination of the incidence of unemployment in local areas could be made. These reports also provide data enabling the classification of areas in terms of labour surplus, shortage or balanced supply.

*Refinement of Statistical Procedure*—Many employment statistical procedures underwent further refinement during the year, some towards effecting economy of operations, others towards increasing the significance of operational statistics as measures of unemployment, and still others towards improving the reliability of data reported.

Several surveys of applicants for employment at local offices were undertaken to ascertain the labour force status of such applicants. Information arising out of these surveys led to several major changes in employment registration procedures and methods of compiling applicant statistics.

*Adoption of Standard Classification of Industry*—Realizing the difficulty of relating Unemployment Insurance Commission statistics on an industrial basis to statistics gathered by other government departments, particularly the Dominion Bureau of Statistics, and the advantages of having standard industrial classification systems within its own organization, the Commission in 1950 decided to adopt the Standard Classification of Industry developed a few years ago by the Dominion Bureau of Statistics. On January 2, 1953, as a culmination of two years' work, the "change-over" to the standard classification was wholly effected, thereby improving considerably the significance and usefulness of employment statistics on referrals, placements, vacancies, etc., in relation to the planning of employment operations.

*Preference in Referral*—The policy of giving preference in referrals of applicants in short supply to firms engaged in production of vital defence materials and in defence construction projects, initiated in 1951, was continued throughout the year. This preference is administered on a voluntary basis. No pressure is put on the applicants to accept the preferred employment. Because of the labour supply situation over the past year—a situation where, with the exception of certain highly skilled occupations, all employers' requirements were easily met—the necessity for using the preference in referral system was slight.

*Method of Determining Prevailing Rates*—During the year the division was successful in developing a method for determining prevailing wage rates for purposes of unemployment insurance. The Unemployment Insurance Act sets forth conditions as to suitability of employment for claimants, one of which is wage rates offered. Many problems have arisen on this point concerning the means whereby prevailing wage rates are, or should be, determined. Because the possible disqualification of claimants was involved, it was essential that methods be devised of ensuring uniformity of treatment. The newly-developed procedure was issued late in 1952, and will become standard procedure throughout the organization.

*Local Office Area Descriptions*—Revision of local office area descriptions was begun during the year. This undertaking was necessitated because of the acceptance and wide use of the descrip-



tions within the Commission, and by other government departments, to bring them up to date in the matter of population figures and boundary changes in local office areas.

*Introduction of Finer System of Occupational Classification*—Until the middle of the fiscal year under review the system of occupational classification used in local offices comprised some 700 codes. Each one of these codes identified an occupational group rather than a specific occupation. In order to obtain a more precise basis for matching applicants with vacancies the Commission, after considerable research and study, decided to adopt the U.S. Dictionary of Occupational Titles in its entirety for use in local offices. It is expected that the new system will be in effect in all offices by the middle of the fiscal year 1953-54.

*Semi-Annual Report of Hirings and Separations*—Two semi-annual surveys, were conducted during the year. These surveys, which cover some 50,000 business establishments, gather information from employers on monthly hirings, separations and numbers of workers on payroll. The uses of this information were further developed during the year by means of a systematic method of assessing, by local office areas, the percentage of employers' hirings effected through the facilities of the Employment Service. At head office and regional office levels these summaries, when considered in conjunction with other information, reveal which local offices require assistance, guidance or training, as well as those which have achieved a high ratio of placements to hirings.

Numerous tables are prepared from the tabulated results of the semi-annual reports of hirings and separations. Data provided by these tables, which is not elsewhere available, is a valuable source of information on this subject to Commission offices and other departments of government.

A schedule of separation rates is produced every six months, copies of which are forwarded to employers with 500 or more employees, enabling them to compare their own separation rates with those of their industry as a whole.

#### GENERAL

*Reception and Transportation of Immigrants*—The year was another busy one for officials of the Unemployment Insurance Commission engaged in reception of immigrants and arranging for their transportation. Most of the immigrants for whose reception, transportation and immediate placement in employment the National Employment Service was responsible were domestic workers and farm workers. Included in the latter classification were some family groups destined for the sugar beet industry. The wide distribution involved in placement of these classes of workers results in a great amount of detail in the instructions covering their reception and transportation. Another factor is the number and size of the groups arriving at the point of entry. In addition many unscheduled parties of two, or three, or even individual immigrants arrived by regular Atlantic sailings or air flights. Unemployment Insurance Commission officials at ports of entry and



junction points were on hand to see that these individuals reached their destinations without difficulty and that on arrival at their final destination they were placed in satisfactory employment.

A majority of the immigrants referred to above came to Canada under the "Assisted Passage" scheme. In this officials of the Commission have co-operated closely with provincial agricultural representatives and with offices of the Department of Citizenship and Immigration in the recovery of sums of money owed to the Government of Canada by such immigrants on loans covering transportation to Canada.

During the first few months of the fiscal year special efforts were made to find employment for the accumulation of immigrants who had been housed in the Department of Labour hostels and halls run by the Department of Citizenship and Immigration during the winter. As soon as employment opened up in the spring these workers were despatched to various parts of the country wherever suitable jobs could be found for them.

*Great Lakes Seamen's Security Regulations*—Administration of these regulations continued to impose an additional burden on offices of the Commission at all levels. The offices located along the St. Lawrence River and the shores of Lake Ontario, as well as in other areas where lake vessels call, bore the brunt although many offices outside of these areas were involved to a lesser extent. The number of applications received (7,010) was approximately half what it was in the first year of operation. Nevertheless officials of the offices most concerned still found it necessary to put in many hours overtime and be available at all hours in order to avoid any disruption of shipping or inconvenience to individual seamen. Close liaison exists with other government departments concerned with the administration of these regulations. Excellent relations have been established with shipowners and workers' unions and they have co-operated fully with the Commission in its task.

*Employment Committees*—The National Employment Committee continued to carry out its advisory function to the Unemployment Insurance Commission and during the year held four regular meetings (all in Ottawa). At these meetings the national committee dealt with a wide variety of subjects including the proposed regulations governing fee-charging employment agencies, survey on seasonal unemployment (this question was referred to the committee by the National Advisory Council on Manpower), immigration questions related to employment, and other topics. During this period the general employment committee set-up was subjected to a thorough review and a change in procedure was introduced, designed to secure greater efficiency and promote more rapid handling of resolutions, etc. Under the new procedure the national committee will meet three times a year. In the interests of uniformity, regional committees will in future also hold three meetings a year.

During 1952 the five Regional Employment Committees held a series of meetings during which these committees reviewed and

transmitted resolutions from local committees, examined regional employment conditions, dealt with various questions such as those affecting employment of older workers and apprenticeship training.

Nevertheless, without detracting in any way from the work performed by other committees, the success of the committee system is largely due to the efforts and activities of local committees. Many of these have been extremely active in promoting local job campaigns, in organizing "open nights", demonstrating local office functions, in preparing radio broadcasts and in arranging for newspaper articles and other publicity concerning youth employment, school drop-outs, apprenticeship training, older workers, employment of handicapped men and women, general unemployment problems, and placement efforts on behalf of university students. They have also dealt with such questions as the possible revival of local industries, the feasibility of winter construction projects, farm labour shortages, immigration problems, and insurance coverage of farm workers. Local employment committees may promote and organize sub-committees related to special functions such as youth, handicapped, and older workers, and many of them have done so with very good results.

#### MEMBERSHIP ON INTERDEPARTMENTAL COMMITTEES, ETC.

Head office officials of the National Employment Service are either members of, or work in close liaison with, a number of interdepartmental and national committees and some international committees. Examples are:

- The National Advisory Council on Manpower
- The Labour Priorities Committee (a sub-committee of the National Advisory Council on Manpower)
- The Interdepartmental Committee on Labour Statistics
- The Joint Services Analysis Committee
- The Canadian Welfare Council
- The Vocational Training Advisory Committee
- The Apprenticeship Training Advisory Committee
- Dominion & Provincial Committee on Farm Labour
- Joint UIC & United States Employment Services
- Committee on the Movement to the U.S.A. of Potato Pickers and Bushworkers
- Defence Supply Construction Panel
- Joint U.S.A. & Canada Defence Construction Labour Advisory Committee
- Dental & Medical Services Advisory Board

## ADMINISTRATION

### LEGAL

During the year the legal branch of the Commission continued its program of vigilance in enforcement of the Act and Regulations and gave particular attention to the effectiveness of penalties as a deterrent against benefit and contribution infractions.

In order to deal with persistent offenders the Act was amended during the year to provide, in the case of second or subsequent convictions, a minimum fine higher than for the first conviction. Furthermore provision was made to ensure that the courts, when

imposing an additional penalty equal to the moneys illegally obtained or contributions unpaid, will provide an alternative punishment in cases in which the accused fails to pay such additional penalty. This latter provision, which is discretionary under the Criminal Code, was made mandatory for the purposes of the Unemployment Insurance Act.

Punitive disqualifications imposed for false statements made under circumstances in which it was not desirable to prosecute were unenforceable in cases in which the benefit year expired before the disqualification could be satisfied. The resulting anomalies were removed by an amendment to the Act and all claimants placed on an equal basis in that the compensable days for which claimants are disqualified are treated, in the year in which they fall, as days for which benefit has been paid and such days are taken into account in computing entitlement for future benefit years.

There was an increase during the year in the number of applications for reinstatement in civil employment under the provisions of the Reinstatement in Civil Employment Act, 1946. This Act is administered through local offices of the Commission, and investigations, when necessary, are made by district investigators of the legal branch who are appointed reinstatement officers. Contentions cases are referred to the Legal Adviser for opinion and in all such cases satisfactory arrangements have been made without recourse to the penalty clauses of the Act.

#### ENFORCEMENT STATISTICS

During the year a total of 33,696 investigations was conducted by district investigators of the legal branch as compared with 28,200 for the fiscal year 1951-52. The investigations made pertained to spot checks of postal and counter claimants to verify fulfilment of the statutory conditions, claimants believed to have made false statements to obtain benefit, employers who failed or neglected to return insurance books at the times required by regulations, applications for reinstatement in civil employment and miscellaneous matters referred to the investigators.

Appendix VII of this report gives a statistical summary for the year of criminal proceedings instituted against claimants and employers for various infractions of the Act and Regulations. In the fiscal year 1951-52, 637 prosecutions were commenced against employers whereas in the fiscal year 1952-53, 558 such prosecutions were commenced, reflecting a decrease of 12.4%. There was also a decrease of 27.3% in the number of prosecutions commenced against claimants for obtaining benefit through false statements. In 1951-52 there were 1,144 prosecutions of this type commenced whereas in the present fiscal year there were 831 prosecutions undertaken.

During the year, 1,420 convictions were registered, 13 actions were dismissed and 101 cases were not proceeded with as compliance with the Act and Regulations had been obtained. Out of 1,433



cases which proceeded to trial the percentage of acquittals was less than one per cent (.9%). Out of 534 prosecutions of employers only six acquittals were registered (1.1%) and out of 899 prosecutions of claimants only seven acquittals were registered (.7%). On March 31, 1953 there were 328 cases awaiting hearing in the various courts across the country.

There were seven dismissals of charges in benefit cases and four dismissals of charges in contribution cases.

#### PUBLIC RELATIONS

The growing familiarity of the public with the terms of the Unemployment Insurance Act as it affects both employers and employed, has enabled the Commission to reduce expenditures for national advertising. As an example, only one advertisement in daily and weekly newspapers pointing out to employers the necessity for renewing employees' insurance books was regarded as necessary. These books must be renewed each year, and heretofore it has been considered advisable to publish two advertisements in daily and weekly newspapers. The first reminded employers of the need for book renewal. The second pointed out to those who failed to send in books that immediate action was essential.

The Commission has continued to emphasize the importance of efficiency and courtesy on the part of its staff in meeting and serving the public. The importance of these qualities in building up good public relations has been stressed, and the Commission is pleased to note instances which have come to its attention of staff members making extra effort to assist the public.

In view of the need for economy, the number of informative publications issued by the Commission has been small. However, essential informative pamphlets have been published and distributed where necessary. Local office managers are instructed to make the most of opportunities for explaining the intricacies of unemployment insurance to business organizations, labour unions, service clubs, etc. Also, through the generous co-operation of newspapers and radio stations, some of which have donated space and time, much helpful publicity has been given to the plan.

As a result of recommendations of the inter-departmental committee, approved by Treasury Board, the Commission established a publications committee which will review publications either planned or actually produced in the organization. It has been arranged that this committee will receive copies of all publications whether issued at Ottawa or in any of the five regions.

Special mention should be made here of the valuable work performed by local employment committees in the public relations field. Familiar as they are with local conditions, these committees have assisted generously and effectively in developing outlets through which useful information was given to the public.

#### STAFF

The number of employees on strength remained fairly constant during the first half of the fiscal year, with normal variations from



month to month. Because of increased coverage following implementation of recent amendments to the Unemployment Insurance Act, and because of expansion of business and industry in many areas, it has recently been necessary to provide for a small increase in the Commission's staff. A slight gradual increase has therefore taken place during the last six months of the fiscal year. At March 31, 1952 the staff numbered 6,885, compared with 6,917 on March 31, 1953, the latter number being distributed as follows:—

Head Office.....	357
Pacific Region.....	847
Prairie Region.....	1,093
Ontario Region.....	1,995
Quebec Region.....	1,907
Atlantic Region.....	718

There were also 1,302 casual employees on strength at March 31, 1953 to assist with the usual spring residue of the peak claims load of the winter months, and also with the annual task of renewing unemployment insurance books.

Staff turnover (i.e., the net labour turnover rate) in the fiscal year 1952-53 was 16.1%, compared with 13.8% in the previous fiscal year.

During the year a program for fixing establishments in local offices was initiated. Considerable research work was carried out in connection with this program. Discussions were held with officers of the Civil Service Commission and studies were made of work load figures for local offices so that a basis for fixing establishments could be set.

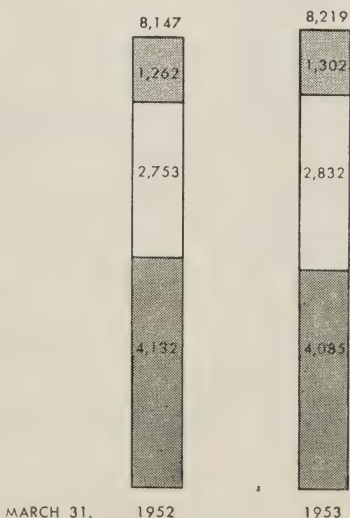
#### STAFF TRAINING

During the year, the training and development program was continued throughout the Commission's staff. Nearing completion is a course for supervisors and employees designed to improve the rating program now in effect. Considerable progress was made in acquainting supervisors with the art of teaching others, especially using the group discussion method.

The Commission's correspondence course on the Unemployment Insurance Act is nearing completion. It is estimated that nearly 5,000 employees will successfully complete this course.

#### STAFF

CASUAL	
TEMPORARY	
PERMANENT	



There are at present 17 groups taking the Commission's course in the art of interviewing. This course was especially designed for the kinds of interviewing required in this service. As interviewing plays a major role in our work, a thorough study of the subject is considered a necessity.

Tape recorders were introduced in training programs and have been tried out during the past two years. This aid has proven its value and will be used more extensively in the future.

The induction training program for newly appointed local office managers has been intensified, and all managers appointed during the past year were given the complete induction training. An innovation in the training program has been successfully adopted in the Pacific region. All new employees are taken on a conducted office tour and made fully acquainted with the various departments.

New programs developed during the year include the following:

*The Testing Program*—While training on the testing program has been inaugurated only in the Ottawa and Montreal offices, plans for continued development of this program are going forward so that greater coverage may be had during the next year.

*The Older Worker Program*—A program for teaching employment officers the techniques of referring older workers to employment opportunities was developed during the year. Thus far the program has been installed in some of the offices in the two western regions and Ontario. Greater coverage is anticipated during the coming year.

*Training of Casual Workers*—During the heavy claims season, the Commission is faced with the necessity of training hundreds of casual workers in the performance of very important work. As this training must be done quickly in order to get the worker producing within the shortest possible time, a series of training pamphlets was prepared and, within about two hours, a casual worker can be given a work assignment. With required supervision, the new worker can produce good work immediately. Training pamphlets are now in use covering all operations casu- als are expected to perform and, in addition, two pamphlets acquaint the casual workers with the general knowledge required as an employee of the Commission.

The Commission's training program has developed considerably over the past eleven years and the training plans for the future include executive development training for junior executives and advanced training for good supervision.

#### STAFF RATING

Continuous training on the principles and techniques of rating is being carried on amongst the staff of the Commission. In previous years, training in this field has taken the form of formal discussions with groups of supervisors. This form of training is now being supplemented by a follow-up on individual situations and problems arising from the application of rating principles and

practices. It is, in effect, a method of applying refresher courses. The program is one which will lend itself to continuous revision and improvement.

During the year, 337 promotion competitions were completed. It seems evident that the present system of filling vacant positions by means of promotion competitions open to employees of the Unemployment Insurance Commission has attained some considerable success.

#### ADMINISTRATION COSTS

There was an increase of \$1,435,359.72 in the cost of operating unemployment insurance in Canada during the past fiscal year, as compared with 1951-52. The increase is largely attributable to higher salaries and wages. Administrative costs for 1952-53 totalled \$24,954,926.98.

#### ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT INSURANCE COMMISSION DURING THE PERIOD APRIL 1, 1952 TO MARCH 31, 1953

Salaries and Wages . . . . .	\$19,835,022.91
Living and Other Allowances . . . . .	12,082.13
Professional and Special Services . . . . .	49,756.74
Commission to Post Office Department . . . . .	726,755.07
Canadian Corps of Commissionaires Services . . . . .	143,502.22
Travelling and Removal Expenses . . . . .	526,414.78
Freight, Express and Cartage . . . . .	79,076.95
Postage . . . . .	524,634.18
Telephones, Telegrams and Other Communication Services . . . . .	277,821.76
Publication of Departmental Reports and Other Material . . . . .	16,420.28
Films, Displays, Broadcasting, Advertising and Other Informational Materials . . . . .	16,188.69
Office Stationery Supplies, Equipment and Furnishings . . . . .	765,193.26
Unemployment Insurance Books . . . . .	65,289.53
Unemployment Insurance Stamps . . . . .	50,617.38
Materials and Supplies . . . . .	57,405.34
Acquisition or Construction of Buildings and Works— Construction of a Dwelling at Whitehorse . . . . .	16,663.73
Alterations, Maintenance and Repairs—Buildings . . . . .	157,795.83
Rental of Office Accommodation . . . . .	1,374,956.26
Acquisition of Equipment . . . . .	5,366.51
Repairs and Upkeep of Equipment . . . . .	6,189.12
Electricity, Heat and Water Rates . . . . .	121,446.56
Unemployment Insurance Contributions . . . . .	16,563.34
Umpire; National Advisory Committee; National, Regional and Local Employment Committees; Courts of Referees . . . . .	107,380.93
Sundries . . . . .	2,383.48
	<hr/>
	\$24,954,926.98

## COMMISSION OFFICES

There has been no change during the year in the location of the number of administrative offices throughout Canada or the one agency maintained in the Magdalen Islands. A total of 247 offices were in operation on March 31, 1953. The table below indicates the fluctuations in the number of offices at the close of each fiscal year since offices came into operation.

Year Ending	Regional Offices	District Offices	Local Offices		Agency	Itinerant Offices	Total Offices
			Regular	Branch			
Mar. 31, '42	5	4	109	..	..	..	118
Mar. 31, '43	5	4	195	11	..	..	215
Mar. 31, '44	5	4	194	16	2	..	221
Mar. 31, '45	5	5	191	24	2	62	289
Mar. 31, '46	5	4	191	30	2	68	300
Mar. 31, '47	5	4	187	26	2	93	317
Mar. 31, '48	5	..	189	24	2	60	280
Mar. 31, '49	5	..	178	40	2	70	295
Mar. 31, '50	5	..	181	37	2	71	296
Mar. 31, '51	5	..	181	35	2	64	287
Mar. 31, '52	5	..	186	34	1	36	262
Mar. 31, '53	5	..	188	34	1	21	247

## INSPECTION SERVICE

The study and consideration of the organization of the inspection service referred to in the previous annual report was continued for most of the fiscal year 1952-53. As a result vacancies which occurred during the period were not filled pending the final outcome, and consequently there was some curtailment of activity. However, the normal general improvement in the operations of office staff offset the need for inspection to some extent. As a result the service given during the year was satisfactory. It is expected that early in the new year a change in the line of authority under which the inspection service functions will be made effective.

A total of 308 inspections was made. All local offices have been covered at least once in spite of the reduced number of inspectors available. This situation respecting reduced personnel was particularly reflected in curtailment of activities at the head office level.

In spite of these circumstances there was an increase in activity in the study and analysis of records to advise on the requirement of staff and determination of staff quotas. Regional inspection staff, in regions in which new full- or part-time offices were opened, continued to play an outstanding part in studying the need and then bringing new offices into operation. Special assignments were carried out, such as substituting for local office managers, serving on Civil Service oral boards, investigating complaints, etc.



## STANDARDS AND METHODS

Since its establishment, this division has been responsible for maintenance of standard practices in the organization, for the study of existing methods and procedures with a view to their improvement, and for the planning and institution of new routines or methods when advisable.

Throughout the year the review of instructions for adherence to policies and established methods, the editing and control of distribution of material issued by the Commission, the planning of office layouts, and the designing of forms were carried on. Various studies were made and recommendations submitted for the simplification of office procedures and elimination of excess equipment. Continued emphasis was laid on keeping the numbers of publications issued to the minimum without impairment of office efficiency. To this end, surveys were made and all requests for additional supplies carefully scrutinized.

Basic formulae for the grading and staffing of offices were amended, when necessary, following collection, tabulation and analysis of current time-study figures.

A great deal of interest is being shown by Commission offices across Canada in the system under which members of staff are encouraged to submit suggestions as to ways and means of improving the quality of the work and service and of increasing production. Since the inception of the plan in 1950, there has been a steady increase in the number of suggestions received at head office.

## PREMISES

The aim of the Commission is to provide the best accommodation possible, consistent with economy, for its staff and the public which it serves. In this respect the most notable progress during the year was in Toronto where new modern premises have been obtained for the various local offices and where the regional office will be housed in a new ten-storey postal station as soon as the building is completed. In Montreal the government has obtained a central site for the new regional office building. New premises for smaller offices were acquired at various locations and these are being occupied as they become available.

## APPENDIX I

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office —Ottawa, Ont.

Regional Offices—Atlantic Region—Moncton, N.B.

—Quebec “ —Montreal, Que.

—Ontario “ —Toronto, Ont.

—Prairie “ —Winnipeg, Man.

—Pacific “ —Vancouver, B.C.

## NATIONAL EMPLOYMENT OFFICES

## NEWFOUNDLAND

Corner Brook West

Grand Falls

†St. John's

## PRINCE EDWARD ISLAND

†Charlottetown

Summerside

## NOVA SCOTIA

†Amherst

Bridgewater

Dartmouth

Glace Bay

†Halifax

Inverness

Kentville

Liverpool

†New Glasgow

New Waterford

North Sydney

Pictou

Springhill

†Sydney

Sydney Mines

Truro

†Yarmouth

## NEW BRUNSWICK

†Bathurst

Campbellton

Chatham

Edmundston

†Fredericton

Minto

†\*Moncton

Newcastle

†Saint John

St. Stephen

Shediac

Sussex

Woodstock

## QUEBEC

Acton Vale

Arvida

Asbestos

Beauharnois

Buckingham

Causapsal

Chandler

†Chicoutimi

Coaticook

Dolbeau

†Drummondville

East Angus

Farnham

Gaspé

Granby

Grand'Mère

†Grindstone

(Magdalen Islands)

## QUEBEC (Cont.)

†Hull

†Joliette

Jonquière

Lachine

Lachute

La Malbaie

La Tuque

Lévis

Longueuil

Louiseville

Magog

Maniwaki

Matane

Mégantic

Mont Laurier

Montmagny

Montmorency

†\*Montreal

New Richmond

Plessisville

Port Alfred

†Quebec

Richmond

Rimouski

†Rivière-du-Loup

Roberval

†Rouyn

Ste. Agathe des

Monts

Ste. Anne de

Bellevue

St. Georges Est

†St. Hyacinthe

St. Jean

St. Jérôme

St. Joseph d'Alma

Ste. Thérèse

Sept Isles

†Shawinigan Falls

†Sherbrooke

†Sorel

†Thetford Mines

†Trois Rivières

Val d'Or

†Valleyfield

Victoriaville

## ONTARIO

Arnprior

Barrie

†Belleville

Bracebridge

Brampton

†Brantford

Brockville

Carleton Place

†Chatham

Cobourg

Collingwood

†Cornwall

Dunnville

## ONTARIO (Cont.)

Fort Erie

Fort Frances

†Fort William

†Galt

Gananoque

Goderich

†Guelph

†Hamilton

Hawkesbury

Ingersoll

Kapuskasing

Kenora

†Kingston

†Kirkland Lake

†Kitchener

Leamington

Lindsay

Listowel

†London

Midland

Napanee

Newmarket

New Toronto

Niagara Falls

†North Bay

†Orillia

†Oshawa

†Ottawa

†Owen Sound

Parry Sound

Pembroke

Perth

†Peterborough

Picton

Port Arthur

Port Colborne

Port Hope

Prescott

Renfrew

†St. Catharines

St. Thomas

†Sarnia

†Sault Ste. Marie

Simcoe

Sioux Lookout

Smiths Falls

†Stratford

Sturgeon Falls

†Sudbury

Tillsonburg

†Timmins

†\*Toronto

Trouton

Walkerton

Wallaceburg

†Welland

Weston

West Toronto

†Windsor

Woodstock

## MANITOBA

Brandon

Dauphin

Flin Flon

Portage la Prairie

St. Boniface

Selkirk

The Pas

†\*Winnipeg

## SASKATCHEWAN

Estevan

†Moose Jaw

North Battleford

Prince Albert

†Regina

†Saskatoon

Swift Current

Weyburn

†Yorkton

## ALBERTA

Blairmore

†Calgary

Drumheller

†Edmonton

Edson

†Lethbridge

Medicine Hat

Red Deer

## BRITISH COLUMBIA

Chilliwack

Courtenay

Cranbrook

Dawson Creek

Duncan

Kamloops

Kelowna

Mission City

Nanaimo

†Nelson

New Westminster

North Vancouver

†Penticton

Port Alberni

Prince George

†Prince Rupert

Princeton

Trail

†\*Vancouver

Vernon

†Victoria

## YUKON TERRITORY

Whitehorse

## N.W. TERRITORIES

Yellowknife

\*Both regional and local offices at these centres.

†Courts of referees appointed at these centres.

†Agency established at this centre.

Above list does not include 21 sub-offices and itinerant offices.

## APPENDIX II

EMPLOYMENT OPERATIONS BY THE LOCAL OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION, MARCH 28, 1952, TO MARCH 31, 1953, BY PROVINCES

Province	Applications Registered	Vacancies Notified	Total Placements	Regular (1) Placements	Casual (2) Placements
Newfoundland..... Male	34,109	5,636	4,613	4,461	152
Female	2,418	709	439	430	9
Total	36,527	6,345	5,052	4,891	161
Prince Edward Island. Male	8,567	4,525	3,759	2,382	1,377
Female	4,301	3,608	2,802	1,874	928
Total	12,868	8,133	6,561	4,256	2,305
Nova Scotia..... Male	76,870	27,927	25,822	20,743	5,079
Female	21,334	13,838	10,141	7,114	3,027
Total	98,204	41,765	35,963	27,857	8,106
New Brunswick..... Male	80,334	31,197	25,056	21,333	3,723
Female	20,888	10,848	8,012	5,779	2,233
Total	101,222	42,045	33,068	27,112	5,956
Quebec..... Male	531,077	234,990	179,791	168,509	11,282
Female	163,670	120,270	76,541	60,171	16,370
Total	694,747	355,260	256,332	228,680	27,652
Ontario..... Male	575,973	306,334	243,554	206,120	37,434
Female	242,259	162,571	110,312	88,628	21,684
Total	818,232	468,905	353,866	294,748	59,118
Manitoba..... Male	93,818	48,087	34,890	27,429	7,461
Female	49,815	34,837	23,638	11,947	11,691
Total	143,633	82,924	58,528	39,376	19,152
Saskatchewan..... Male	59,082	41,886	30,210	24,460	5,750
Female	24,108	19,171	11,825	8,264	3,561
Total	83,190	61,057	42,035	32,724	9,311
Alberta..... Male	115,295	80,696	61,163	49,724	11,439
Female	46,286	39,381	25,955	18,302	7,653
Total	161,581	120,077	87,118	68,026	19,092
British Columbia.... Male	259,512	87,985	72,780	63,363	9,417
Female	99,252	57,454	44,909	25,836	19,073
Total	358,764	145,439	117,689	89,199	28,490
CANADA..... Male	1,834,637	869,263	681,638	588,524	93,114
Female	674,331	462,687	314,574	228,345	86,229
Total	2,508,968	1,331,950	996,212	816,869	179,343
COMPARABLE TOTALS—					
1951-1952..... Male	1,602,620	925,595	661,010	566,659	94,351
Female	639,973	386,094	264,747	202,093	62,654
Total	2,242,593	1,311,689	925,757	768,752	157,005

(1) Includes Transfers-Out.

(2) Placements are termed "casual" when the duration of the employment offered is six working days or less.

## APPENDIX III

EMPLOYMENT OPERATIONS BY THE LOCAL OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION, 28 MARCH, 1952, TO 31 MARCH, 1953, BY REGIONS (1)

Region	Applications Registered	Vacancies Notified	Total Placements	Regular (2) Placements	Casual Placements
Atlantic . . . . . Male	199,880	69,285	59,250	48,919	10,331
Female	48,941	29,003	21,394	15,197	6,197
Total	248,821	98,288	80,644	64,116	16,528
Quebec . . . . . Male	531,077	234,990	179,791	168,509	11,282
Female	163,670	120,270	76,541	60,171	16,370
Total	694,747	355,260	256,332	228,680	27,652
Ontario . . . . . Male	541,806	286,506	227,679	191,287	36,392
Female	236,409	159,228	107,564	86,215	21,349
Total	778,215	445,734	335,243	277,502	57,741
Prairie . . . . . Male	304,432	192,090	143,673	117,979	25,694
Female	126,456	97,101	64,466	41,226	23,240
Total	430,888	289,191	208,139	159,205	48,934
Pacific . . . . . Male	257,442	86,392	71,245	61,830	9,415
Female	98,855	57,085	44,609	25,536	19,073
Total	356,297	143,477	115,854	87,366	28,488
CANADA . . . . . Male	1,834,637	869,263	681,638	588,524	93,114
Female	674,331	462,687	314,574	228,345	86,229
Total	2,508,968	1,331,950	996,212	816,869	179,343
COMPARABLE TOTALS—					
1951-1952 . . . . . Male	1,602,620	925,595	661,010	566,659	94,351
Female	639,973	386,094	264,747	202,093	62,654
Total	2,242,593	1,311,689	925,757	768,752	157,005

(2) Includes Transfers-Out.



NUMBER OF CLAIMS RECEIVED AND THEIR DISPOSAL DURING THE YEAR 1952-53 BY PROVINCES

	Total	New-founded	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
<b>INITIAL CLAIMS:</b>											
Pending March 31, 1952.....	36,743	1,745	164	1,441	2,238	19,491	7,720	660	320	1,597	1,367
Received—in person.....	758,458	6,075	2,983	31,715	21,390	251,557	267,433	33,848	12,107	32,737	98,613
—Postal.....	225,788	22,707	2,512	18,146	30,531	82,750	15,878	8,322	9,281	8,304	27,357
Total Received.....	1,020,989	30,527	5,659	51,302	54,159	353,798	291,031	42,830	21,708	42,638	127,337
Allowed—Regular Benefit: No disqualification..... With disqualification.....	620,920 99,578	15,112 2,855	3,113 345	31,621 4,009	31,270 2,757	215,240 30,035	186,076 31,752	25,126 4,291	10,955 3,264	25,131 5,118	77,276 15,152
Allowed—Supplementary Benefit:	720,498	17,967	3,458	35,630	34,027	245,275	217,828	29,417	14,219	30,249	92,428
Class 1.....	97,247	3,802	987	5,741	6,919	32,683	22,428	5,372	2,895	3,675	12,743
Class 2.....	36,461	1,724	419	1,776	2,265	11,908	9,579	1,864	1,366	1,737	3,823
Class 3.....	—	—	—	—	—	—	1	—	—	—	—
Class 4.....	—	—	—	—	—	—	—	—	—	—	—
Total Allowed.....	133,710	5,526	1,406	7,518	9,184	44,591	32,008	7,238	4,261	5,412	16,566
Not Allowed—Either regular or supplementary benefit.....	854,208	23,493	4,864	43,148	43,211	289,866	249,836	36,855	13,480	35,661	108,994
Pending March 31, 1953.....	125,144 41,637	5,186 1,848	609 186	5,933 2,221	8,399 2,549	43,034 20,898	33,578 7,617	5,415 760	2,758 470	4,832 2,145	15,400 2,943
Total Received.....	1,020,989	30,527	5,659	51,302	54,159	353,798	291,031	42,830	21,708	42,638	127,337
<b>RENEWAL AND REVISED CLAIMS:</b>											
Pending March 31, 1952.....	9,019	314	52	337	599	3,747	2,444	280	114	284	848
Received April 1 to March 31.....	678,349	11,118	2,245	32,345	28,842	223,324	220,948	23,677	10,695	22,268	100,887
Total Received.....	687,368	11,432	2,297	32,682	29,441	227,071	223,392	23,957	10,809	22,552	101,735
Allowed.....	536,341	9,444	1,895	27,034	25,087	175,052	173,830	19,436	7,587	16,747	80,229
Disqualified.....	119,120	1,588	322	3,735	2,914	37,822	39,059	4,318	2,502	3,986	15,874
Not Entitled.....	15,041	34	38	813	534	6,251	4,180	746	194	605	1,626
Appeals to Courts of Referees.....	12,997	34	26	614	195	3,325	3,942	1,141	378	789	2,553
Appeals to Umpire.....	17	—	—	4	—	21	34	7	7	5	39
Pending March 31, 1953.....	10,752	312	16	482	711	4,600	2,347	309	141	420	1,414
Total Received.....	687,368	11,432	2,297	30,682	29,441	227,071	223,392	23,957	10,809	22,552	101,735
Antedates—Approved.....	3,979	51	43	341	229	949	1,735	101	38	226	266
—Not Approved.....	1,956	55	9	167	105	485	554	117	67	227	170
Extension of Qualifying Period:											
—Approved.....	9,921	135	60	627	560	2,557	2,109	803	241	465	2,364
—Not Approved.....	2,640	61	7	83	99	1,017	455	277	20	78	543
Dependency:											
—Not Approved.....	18,247	1,118	39	483	457	7,023	6,973	424	99	363	1,268

## APPENDIX V

AMOUNT OF BENEFIT PAID, REASONS FOR CLAIMS DISALLOWED AND DISQUALIFIED, AND  
NUMBER OF INTERSTATE CLAIMS, DURING THE YEAR 1952-53, BY PROVINCES

	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
*REGULAR BENEFIT PAID TO CLAIMANTS: From April 1, 1952, to March 31, 1953.....	\$128,476,315	3,291,765	693,700	6,070,220	6,265,462	44,723,176	36,137,169	5,860,763	2,730,308	4,674,386	18,029,366
*SUPPLEMENTARY BENEFIT PAID TO CLAIMANTS: From April 1, 1952, to March 31, 1953.....	6,338,079	261,866	61,423	373,702	401,047	2,318,756	1,717,094	402,534	206,467	254,345	941,045
Total.....	\$135,414,394	3,553,431	755,123	6,443,922	6,666,509	47,041,932	37,854,263	6,263,297	2,936,775	4,928,731	18,970,411
REASONS FOR REGULAR CLAIMS DISALLOWED: Not 180 days.....	150,572	6,990	1,008	9,276	10,113	50,141	39,116	7,004	3,936	6,381	18,547
Not 60 or 45 days.....	106,038	3,450	977	6,001	7,279	36,263	26,215	5,583	3,061	3,833	13,376
Total.....	256,610†	10,440	1,985	13,277	17,392	86,404	65,331	12,647	6,997	10,214	31,923
REASONS FOR DISQUALIFICATION: Not unemployed.....	58,999	511	138	1,390	916	19,514	21,396	1,861	2,669	3,303	7,301
Not capable of work.....	7,471	209	51	304	327	1,959	2,469	534	116	76	1,426
Not available for work.....	13,045	912	27	533	330	4,281	4,518	714	443	599	688
Loss of work due to labour dispute.....	19,647	2	3	773	66	3,642	8,250	45	14	85	6,767
Neglect of offer of work.....	13,063	148	29	498	424	5,301	4,548	413	585	627	1,080
Neglect of opportunity for work.....	1,167	3	3	168	26	340	4,97	59	26	32	113
Failure to carry out written direction.....	1,087	15	—	23	145	541	182	105	13	28	35
Non-attendance at course of instruction.....	60	—	—	5	4	32	13	4	1	—	1
Employment lost by own misconduct.....	8,490	82	32	398	278	3,502	2,877	245	79	332	665
Voluntary leaving without just cause.....	63,381	1,003	283	2,825	2,268	20,239	18,648	3,247	1,214	3,128	9,921
Inmate of prison or resident outside Canada.....	71	—	—	2	3	34	24	2	—	—	5
Failure to lodge insurance book, etc.....	13,697	1,426	47	395	548	3,606	4,195	694	397	524	1,565
Seasonal employment.....	1,804	6	1	40	111	1,259	332	34	12	5	5
Misrepresentation.....	4,225	73	27	143	93	2,292	898	152	149	125	273
Married women.....	11,140	75	41	450	383	3,550	3,311	832	334	631	1,494
Other.....	160	—	2	12	11	40	56	—	—	—	39
Total.....	218,107	5,065	690	7,977	5,933	70,062	72,204	8,941	6,062	9,495	31,678
INTERSTATE CLAIMS: Claims filed in Canada by U.S.A. claimants.....	1,201	40	4	43	25	636	161	40	23	25	204
Claims filed in U.S.A. by Canadian claimants.....	776	14	1	17	9	123	217	61	20	25	289

\*The figures for benefit paid do not agree with the amounts shown on the Statement of Revenue and Expenditure because of year-end adjustments.  
†133,710 of these claimants qualified for supplementary benefit, and 46,865 later qualified for regular benefit.

NUMBER OF CLAIMANTS PROVING UNEMPLOYMENT ON THE LAST WORKING DAY OF EACH MONTH  
DURING THE YEAR 1952-53

## ANNUAL REPORT

Provinces	April, 1952	May	June	July	August	September	October	November	December	January, 1953	February	March
Newfoundland.....	1. 6,695 2. 310 3.	2,495 — 13	1,672 — 11	1,592 1 —	1,571 — —	1,880 — —	2,990 — —	5,761 6 189	10,820 16 817	11,634 32 1,128	10,823 36 2,057	
Prince Edward Island.....	1. 1,096 2. — 3.	384 2 —	370 1 —	337 1 —	398 1 —	480 1 —	845 — —	1,744 93 —	2,379 6 383	2,286 3 526	1,988 4 719	
Nova Scotia.....	1. 8,927 2. 1,002 3. 6	6,091 966 —	4,785 1,029 —	4,889 984 —	5,544 1,629 —	6,558 2,023 —	9,265 1,174 —	13,140 1,100 391	15,540 1,570 2,107	15,500 2,057 3,069	14,080 2,848 3,872	
New Brunswick.....	1. 14,144 2. 510 3. 44	8,868 301 —	6,566 155 —	5,357 292 —	4,886 332 —	5,188 370 —	6,347 295 —	10,110 297 —	15,398 692 558	17,308 1,193 4,060	16,973 800 5,201	
Quebec.....	1. 88,931 2. 11,301 3. 372	55,833 12,347 85	41,225 11,067 —	35,486 9,610 —	31,909 7,647 —	36,163 4,189 —	51,911 5,538 —	89,453 9,233 3,600	105,670 5,552 12,481	112,076 3,992 17,963	118,574 3,957 22,996	
Ontario.....	1. 60,081 2. 13,551 3.	41,992 21,081 —	36,173 11,318 —	33,700 18,438 —	30,062 11,281 —	27,039 6,996 —	34,458 8,070 —	45,122 10,915 —	78,548 5,596 10,452	74,496 9,994 13,383	68,477 4,113 14,968	
Manitoba.....	1. 8,573 2. 11 3.	5,951 21 —	4,835 64 —	4,362 30 —	4,273 — —	4,084 2 —	5,194 3 —	8,593 9 —	15,072 403 3,252	15,017 716 3,087	13,310 805 3,893	
Saskatchewan.....	1. 2,902 2. — 3.	1,399 9 —	1,197 7 —	1,240 13 —	1,159 5 —	1,135 — —	1,397 1 —	2,989 6 —	9,560 23 1,296	8,992 94 1,712	7,254 70 2,070	
Alberta.....	1. 5,144 2. 4,073 3.	2,924 3,366 —	2,463 2,960 —	2,564 2,105 —	2,297 2,499 —	2,370 1,687 —	2,859 1,209 —	5,485 1,227 —	13,393 3,040 1,816	12,722 4,057 2,211	11,863 4,065 2,479	
British Columbia.....	1. 21,562 2. 84 3. 36	15,288 28 —	21,262 193 —	23,046 316 —	20,576 581 —	14,708 581 —	16,203 531 —	24,602 475 —	45,356 3,980 6,047	38,726 3,109 7,269	31,155 2,162 7,358	
TOTAL.....	1. 218,055 2. 30,551 3. 769	143,490 38,180 237	122,691 26,732 13	112,582 31,834 11	101,980 23,331 —	92,627 16,085 —	111,539 16,324 —	161,912 19,642 —	313,425 21,678 41,235	298,757 25,336 54,408	294,497 18,771 65,613	

1.—Ordinary Active.  
2.—Short-time and Temporary Lay-off.  
3.—Supplementary.

## APPENDIX VII

LEGAL PROCEEDINGS INSTITUTED UNDER THE UNEMPLOYMENT  
INSURANCE ACT, 1940, AND THE UNEMPLOYMENT INSURANCE  
COMMISSION REGULATIONS, 1949

Fiscal Year 1952-53

Nature of Offence	Carried over from 1951-52	Com- menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con- victions	With- drawals	Acquit- tals	Awaiting Result of Trials
For failure to pay unemploy- ment insurance contribu- tions (employers) . . . . .	105	282	387	266	18	3	100
For obtaining benefit through false statements (claimants) . . . . .	324	831	1,155	892	69	7	187
For failure to return insur- ance books (employers) . . .	16	183	199	181	10	—	8
For failure to produce rec- ords for inspection (em- ployers) . . . . .	11	27	38	18	2	2	16
For failure to keep adequate records (employers) . . . . .	11	36	47	44	—	—	3
For failure to deliver insur- ance book to an employee upon separation (em- ployer) . . . . .	3	18	21	13	2	—	6
For failure to purchase suf- ficient stamps (employers)	3	12	15	6	—	1	8
Totals. . . . .	473	1,389	1,862	1,420	101	13	328

*Note:* Included among the withdrawals are cases in which the accused could not be located or where subsequently reported facts indicated that prosecutions should not be proceeded with, as compliance had been obtained.





OTTAWA  
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THIRTEENTH  
ANNUAL **REPORT**

FISCAL YEAR ENDING MARCH 31, 1954

1953/54

THE UNEMPLOYMENT INSURANCE COMMISSION  
OTTAWA, CANADA







CANADA

## UNEMPLOYMENT INSURANCE COMMISSION

June 1st, 1954

*To the Hon. Milton F. Gregg,*  
MINISTER OF LABOUR.

SIR,

We have the honour to submit herewith for the information of Parliament the thirteenth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1953, to March 31, 1954, except where otherwise indicated.

The report is prepared in compliance with Section 110 of the Unemployment Insurance Act.

Respectfully submitted,

A handwritten signature in cursive script, reading "J. Bisson".

CHIEF COMMISSIONER.

A handwritten signature in cursive script, reading "R. J. Tallon".

COMMISSIONER.

A handwritten signature in cursive script, reading "C. A. H. Murchison".

COMMISSIONER.



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# UNEMPLOYMENT INSURANCE COMMISSION

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## ANNUAL REPORT OF ACTIVITIES FOR FISCAL YEAR ENDING MARCH 31, 1954

### INTRODUCTION

While unemployment insurance in Canada has never been required to meet the full force of serious and sustained unemployment, the fiscal year 1953-54 provided something in the nature of a test. The highest level of unemployment since the plan was adopted in Canada, with a corresponding increase in payments from the fund, featured the period. At the peak, on March 18, 1954, there were 569,898 applicants for employment registered at the 238 offices of the Commission. Benefit payments for the month of March reached the unprecedented total of \$37,175,040.

Under conditions such as these the value of the program was demonstrated effectively in both fields of its activity, employment and insurance. Fulfilling its purpose, the plan brought financial assistance to thousands of unemployed Canadians, helped to maintain business stability, and acted as an economic balance-wheel during the difficult period.

The national figures quoted above give an overall picture of the situation when seasonal unemployment was at its peak. The larger significance of the program then became increasingly apparent. The unemployed insured worker was, of course, fully aware of the value of unemployment insurance. He or she drew benefit. But the employer, who contributes and receives no direct monetary return, was also a beneficiary. Even though more than half a million workers drew no wages, they remained purchasers. The employer's business continued. His market was not destroyed, and spring gave promise of better conditions.

In order to appreciate fully the value of unemployment insurance it is advisable, however, to consider conditions which prevailed in specific municipalities together with monetary benefits received by them.

For instance, in Montreal during March, 1954, \$4,175,608. was paid in benefits. It is obvious that without unemployment insurance Montreal would have had to meet a heavy demand for unemployment relief. Unemployment insurance made this unnecessary.

Figures of unplaced applicants in other cities, which indicate the situation on dates mentioned and benefit payments made, follow:—

Unplaced Applicants And Benefit Claimants At March 31, 1954,  
And Amounts Paid In Benefit During March, 1954  
At Major Points Throughout Canada

City	Unplaced Applicants	*Claimants	Benefit Payments
St. Johns.....	14,984	13,699	\$1,091,826.30
Halifax.....	5,191	4,216	254,327.40
Sydney.....	6,220	8,065	251,482.95
Moncton.....	7,070	6,909	415,916.60
Saint John.....	3,874	3,631	176,796.95
Hull.....	4,180	4,175	262,803.15
Levis.....	4,581	4,710	301,634.45
Montreal.....	62,506	56,056	4,175,607.96
Quebec.....	15,626	15,003	1,014,418.80
Hamilton.....	12,775	13,634	870,046.05
London.....	4,433	4,546	272,653.30
Port Arthur.....	5,849	5,498	341,789.50
Sault Ste. Marie...	4,087	3,902	298,150.60
Toronto.....	36,646	31,108	2,154,187.45
Windsor.....	6,553	10,245	422,233.55
Winnipeg.....	22,071	19,992	1,323,348.00
Regina.....	3,285	2,802	217,330.85
Saskatoon.....	4,574	3,037	239,068.75
Calgary.....	8,071	7,192	510,159.75
Edmonton.....	13,297	10,275	753,632.20
New Westminster..	6,318	4,772	433,709.75
Vancouver.....	26,755	22,943	1,741,295.50

\$17,522,419.81

\*Totals cover ALL claimants including those on short-time and temporary lay-offs, as well as ordinary and supplementary benefit claimants.

It is, of course, a major mistake, frequently made, to assess the value of the Commission's work merely on the basis of benefit payments. The Commission and its officers constantly have before them the fact that the need of an unemployed worker is work. Every effort is directed towards satisfying this need. The time, energy and ability of many staff members is devoted to work in the employment field with results which this report will indicate.

The Commission is pleased to report that efforts to eliminate or, where unavoidable shorten, delays in paying benefit claims have proven successful. That this has been accomplished in a period when unemployment reached such a high level, is noteworthy. In large measure it is due to the efforts of a loyal, energetic and efficient staff. The contents of this report are indicative of results achieved, but cannot record in detail the time, effort and energy unselfishly given by staff members to make the achievement possible. Aware of this the Commission now records its appreciation and offers its thanks.

It also acknowledges with sincere thanks co-operation of employer and labour organizations. Willingly given this has been most helpful and stimulating. National, Regional and Local Employment Committees have continued to do valuable work in their respective fields to which more detailed reference is made later on in this report.

#### **EMPLOYMENT**

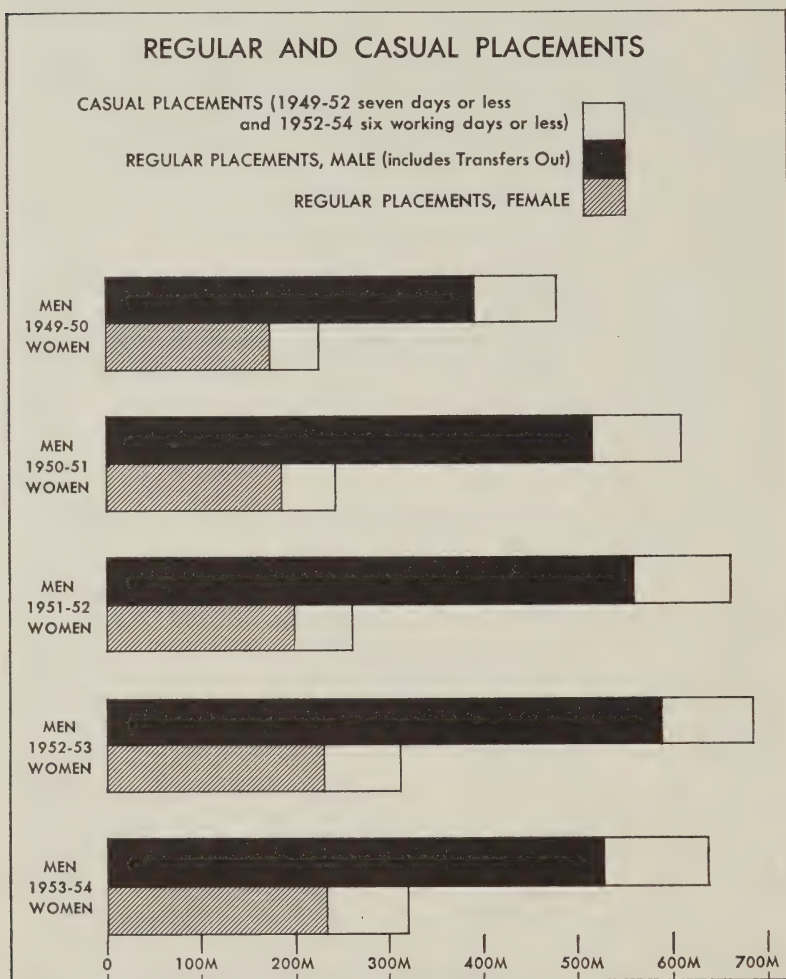
Operations of the Commission's National Employment Service reflected changed conditions brought about by cessation of hostilities and signing of an armistice in Korea. The number of unplaced applicants at the beginning of the fiscal year was somewhat higher than in the previous year, but, by the end of April, it had reached approximately the same level. From then until the end of August, it was at a somewhat lower level. At that point cumulative economic effects resulted in more people seeking employment through our offices. This situation continued to the end of the fiscal year.

During the past winter, seasonal unemployment and some recession in other activities produced a heavier applicant load, and placement of workers became increasingly more difficult. There were no serious labour shortages during the year; nevertheless, there were continued demands for new skills brought about by production of new products in the manufacturing field and changing techniques in the construction field. Certain soft spots have developed in the employment field which include the textile, farm implement and coal mining industries. It appears that some workers who have been attached to these industries will have to find employment in new fields.

A feature of the year is the growing demand for women workers. The increase in the labour force of women, comparatively, is considerably greater than that of men.

The fiscal year closed with more unplaced applicants registered in our offices than ever before. The employment service must now meet the challenge of a labour market no longer influenced by backlogs of requirements for goods and services created by the 1939 war or the labour demands created by the

rapid build-up of our defence activities since commencement of hostilities in Korea.



#### SERVICE TO INDUSTRIES

*Primary*—A trend started in 1952 away from a shortage of workers in mining continued through 1953. The decline in base metal prices during the first quarter of 1953 created a cautious policy in the industry. Certain marginal mines discontinued operation and further development was withheld by some. The price decline, particularly for zinc and lead, also was reflected in a softening of interest in the opening of new discoveries. Rising operating costs and a fixed price for gold led to further curtailment in this branch of the industry. These factors brought a change from a shortage of skilled labour, which had persisted



for some years, to a moderate surplus at the end of the reporting period. Coal mining employment continued the downward trend. The index of employment in all mining at February 1, 1954, was 105.7 compared to 114.4 at February 1, 1953 (1949=100). Employment in coal mining was 82.5 at February 1, 1954 compared to 92.6 at February 1, 1953, and 95.9 at February 1, 1952.

Forestry was well supplied with workers during the 1953-54 cutting seasons. After January 1 a substantial surplus of woods workers developed in all regions although woods operations were considered normal. Some of the surplus may have been attributable to workers returning to the woods industry from other employment no longer available.

Seasonal shortages in farm labour were met by internal shifts of domestic workers and by immigration. Very favourable weather made it possible to harvest the large western grain crop with less labour than usual relative to the size of the crop. The annual increase in farm mechanization also reduced overall labour requirements. The drift away from farm to urban occupations continued during 1953 and although the decrease in farm workers was compensated to some extent by mechanization, shortages of well qualified and experienced farm workers developed in all regions from time to time.

The National Employment Service of the Commission in co-operation with provincial governments, and the Departments of Labour and Immigration, assisted in supplying labour to all branches of agriculture. Exchange of farm labour on an increased scale with the United States also took place. The principal movements were as follows:—

Berry pickers to B.C.	From Alberta and northern Saskatchewan	130
Hay making to P.E.I.	From Nova Scotia	12
Sugar beet blocking in Que.	From points in Que. to St. Hilaire	258
Hay and grain harvesting in Ont.	From Maritimes, incl. Nfld.	475
	From Alberta and Man.	211
Grain harvest in Prairie Provinces	From Ontario	1,279
	From Quebec	423
	From B.C.	70
Potato picking in P.E.I.	From N.S. and N.B.	424
Potato picking in N.B.	From points in N.B. to Woodstock	140
Apple picking and packing in B.C.	From points in B.C. to Okanagan	300
Beet harvest in Que.	From points in Que. to St. Hilaire	60

#### INTERNATIONAL MOVEMENTS

Tobacco curers to Ontario	From U.S.A.	1,614
To Quebec	From U.S.A.	45
Potato pickers to Maine, U.S.A.	From Quebec	3,218
	From N.B.	1,988

Potato picking and other farm work in New York State.....	From Quebec.....	87
Apple pickers to New York State ..	From Quebec.....	95
Bean pickers, youths, to Maine....	From N.B.....	1,500

In addition to these organized movements whereby workers were transported to shortage areas, large numbers of workers were recruited locally for farm needs. Farm placements effected by the National Employment Service in the fiscal year amounted to 79,000 workers, compared to 62,000 the previous year.

*Manufacturing.*—The increase in manufacturing facilities which has been in evidence for some years continued during 1953. Many lines of manufactured products were represented in this expansion with those pertaining to motor cars and chemicals providing the biggest increases. The latter resulted in production for the first time in Canada of certain chemicals previously imported from the U.S.A. A considerable expansion in manufacture of oils and gasolines, etc., also took place with the addition of refining equipment at many points. The total expansion of manufacturing plants in Canada provided an estimated 23,000 additional jobs for Canadian workers during the year.

The state of the textile industry did not show any improvement during the year. Its depressed state was even intensified. A number of textile plants closed down entirely and others operated on short time. The result was unemployment for a great number of textile workers, and a short work week for many others.

The agricultural implement industry also suffered from lack of buying. Towards the end of the year lay-offs occurred in a number of cities and towns where agricultural plants which had built up large inventories were forced to curtail further production. Some workers laid off commuted to jobs in other cities, while others suffered extended lay-offs.

Skilled workers, especially in the metal trades, were in constant demand during the greater part of the year, and Commission offices were hard pressed at times to make suitable referrals. However, through the clearance system extending from coast to coast as well as overseas to the United Kingdom, many placements of skilled mechanics and tradesmen were effected.

Total placements in manufacturing occupations across Canada numbered 216,486; of these some 93,000 were in Ontario, and 67,000 in Quebec, with the balance spread over the other three regions.

*Construction.*—The construction industry had one of its most prosperous years. With the largest number of housing units ever constructed, with major construction projects at their peak, and with an open autumn, more work was performed than in any previous post-war year.

This resulted in a heavy demand for construction workers in all trades and occupations. However, the serious shortages which developed in previous years did not appear to exist to the same extent. One reason was the entry of large numbers of immigrants. It was also, to a great extent, the result of a more effective utilization of available skilled artisans, on-the-job training programs effected by many employers, and greater use of semi-skilled workers. This was, in no small measure, attributable to continued advice and suggestion, over a period of years, given by officers of the National Employment Service.

In the first three months of 1954 there was a considerable increase in the number of unemployed construction workers. This was caused by the inclement weather as well as by the near completion of many major construction projects throughout Canada. The large jobs reaching their final stages late in 1953 included the power development at Kemano, B.C., iron ore development at Seven Islands, Quebec, Hydro project at Niagara, Ontario, as well as many parts of the defence program, in particular those on the eastern seaboard.

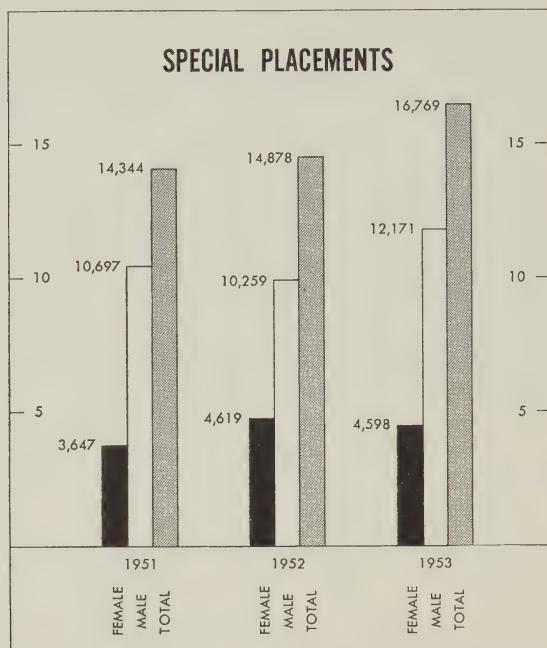
*Other Industries*—Wholesale and retail trades experienced a good year up to the end of 1953, but during the first three months of 1954 showed a definite reduction in sales. This resulted in a reduced demand for sales personnel.

In finance, the supply of junior clerks was insufficient early in the period but the demand had been fairly well satisfied by the end of the fiscal year. This was, to a considerable extent, the result of a concerted drive by the National Employment Service to interest youths in the career field of finance. Transportation had little demand for workers. The railroads tended to reduce their work force, and in air transportation the supply of mechanics and pilots exceeded the demand. In respect to the construction of pipelines, as Canadians became more experienced in their construction, importation of United States citizens decreased to a considerable extent.

#### SPECIAL SERVICES

*Special Placements*—Special placements is the term used in describing that phase of the work dealing with the worker who is handicapped in some way in his or her search for employment. Youth counselling and training or retraining of workers of all ages also come within this phase of employment work. The corner stone of this special service is a comprehensive and individual counselling of young or handicapped workers by qualified special placements officers. In respect to workers with a severe physical handicap which greatly restricts the field in which employment is possible or workers with personal problems seriously affecting their chances of securing employment, special placements officers also provide a personal referral service. Among these benefiting by this service are ex-inmates of penitentiaries or similar institutions.

The following graph gives a comparison of placements of handicapped workers over the past three years.



Councils for the Guidance of the Handicapped continued to function effectively in various centres across the country in promotion and development of opportunities for handicapped workers. As part of a publicity program the Councils in Montreal and Windsor, in co-operation with municipal authorities and community organizations, held "Employ The Handicapped Weeks". These efforts resulted in an increase in job openings for handicapped applicants and formed part of a long term educational program designed to accomplish that purpose.

Further encouragement was given by developments in the field of rehabilitation. The National Advisory Committee on the Rehabilitation of Disabled Persons continued to encourage co-ordination of existing rehabilitation services through Federal-Provincial Agreements. Most provinces have indicated interest which will be reflected in the larger number of rehabilitation services available to assist the civilian handicapped. As a result of deliberations by this Committee, the role of the special placements officer of the Unemployment Insurance Commission as a member of the rehabilitation team is being clarified. Responsibility of the Commission with regard to this development



is recognized not only on the governmental level but through all community agencies concerned.

*New Entrants to Employment*—Graduates from high schools and drop-outs are being referred to local offices of the Commission in increasing numbers. This is the result of co-operation developed in all regions between schools and local offices. Testing procedures are being developed in certain local offices.

During the year close co-operation continued to develop between provincial government departments responsible for apprenticeship. Special placements officers worked in co-operation with field offices of these departments in supplying entry applicants for consideration as indentured apprentices. Excellent results have been obtained and it is proposed that this program be carried on for some time, particularly in areas where it has not always been possible to fill the quota in certain occupations.

*Youth Committees*—Youth Guidance and Placement Councils function in the larger cities. These Councils have developed a greater awareness by community organizations and employers of the services available to new entrants to employment.

*Selection and Referral to Training Courses*—Referral to training courses under various Dominion-Provincial agreements, and to courses in centres of training approved by the Unemployment Insurance Commission, have resulted in a large number of young people receiving training in trades and occupations where demand has exceeded supply of workers.

#### EXECUTIVE AND PROFESSIONAL

The Commission's operations under this heading deal with occupations in the technical, scientific, professional and executive categories. They were reorganized during the year under review. Previously operations were largely concentrated in special E & P offices at the five regional points. Early in the year the work was decentralized to local offices. There is now an E & P section, or an officer delegated as responsible for E & P work, in every local office. This action was taken in order to provide a more complete coverage both for applicants and employers.

In addition to decentralization of operations, more stringent instructions were issued as to what orders and applicants would be considered as of E & P calibre. In many occupations a minimum salary figure was set, whereby a placement with a salary under this figure could not be counted as an E & P placement.

The new instructions had opposite effects. The greater coverage increased placements in certain areas, but the more stringent rules cut off many placements which previously would

have been counted as E & P. The combined result was that total placements for the year were slightly under the previous year. The general standard of placements was on a higher level.

The work on behalf of university students was continued throughout the year. Results were highly gratifying. By the late summer of 1953 practically all of that year's graduates had been placed. The work of assisting 1954 graduates was well advanced at the end of the fiscal year. Due to lessened business activity during the winter, the vacancies obtained for graduates were, at that time, slightly below last year. However, it is anticipated that places will be found for all those registered with National Employment Service offices.

Shortages in certain technical occupations were again encountered, especially for vacancies in government departments and crown companies. The Department of Labour office in London (England) was of great assistance in helping to fill such vacancies.

As usual, information has been compiled and made available to keep Canadian employers and professional societies informed on supply and demand. A booklet in regard to supply and demand for university graduates was issued, and given wide distribution, as well as a chart showing complete enrolment at Canadian universities.

Many inquiries were received from persons in other countries seeking employment information. All inquiries were carefully answered giving as complete information as possible. The Department of Citizenship and Immigration was provided with copies of all this correspondence.

Assistance was provided in finding suitable technical personnel for both the Colombo Plan and the U.N. Technical Assistance Administration.

Continued efforts were made to promote knowledge of the special service available from this division. The head of the E & P division or one of its officers attended meetings of professional organizations such as the National Conference of Canadian Universities, the Chemical Institute of Canada, the University Counselling and Placement Association, etc. Also, publicity was obtained through press and radio.

#### VETERANS' PLACEMENTS

During the year applications for War Veterans' Allowance under Part IV of the Act increased materially. Soldiers taking their discharge after service in Korea or Germany all have problems of some kind—reinstatement in their old jobs, seeking new employment, information on their rights under the Veterans' Benefit Act, etc. At all points where there is no DVA district office, the NES veterans' officer is the first point of contact for information and assistance.

Placement of veterans in employment has been good throughout the year. The comparative situation has shown up especially well in that during the year under review the proportion of unplaced veterans, as compared with unplaced males as a whole, has shown a lower ratio than in any year since World War II. Canadian employers still give the veteran preference when his qualifications are adequate.

In co-operation with the Department of Veterans Affairs, review boards to consider problem cases have been held regularly at many of the larger centres. Many veterans have been helped materially as a result of the studies of these boards.

With the co-operation of DVA and the Canadian Corps of Commissionaires, the problem of the older veteran has received continuous attention. This type of problem is tending to increase as the veteran population gets older, but so far our efforts have met with considerable success, nor will they be relaxed.

Whenever new veterans' officers have been appointed, arrangements have been made for them to receive instruction on DVA legislation at a DVA district office. This has ensured that those officers given the responsibility of work on behalf of veterans are capable of efficiently handling their work.

#### WOMEN AND THEIR EMPLOYMENT

The women's division is concerned with the placement of women in employment and related problems. Women officials at all levels deal with matters of female employment which, with increasing acceptance of women as workers, includes all industries and almost all occupational classifications. Close contact is maintained with women's organizations and women officials of the Commission participated in conferences, meetings and committees of organized groups of women among whose interests the status of women, and their employment, is of primary importance.

Women's organizations in Canada sought data on specific subjects concerning women, and some requests necessitated compilation of special reports. Information thus obtained from the women's division was used by women's conferences, conventions and special committee groups.

The problem of age as it affects employment of women was the subject of another study carried on within the division during the year. Wide interest in this problem having been manifested by national and international women's organizations, material on the subject of age was prepared for distribution to women's groups throughout Canada. In response to requests from international organizations, this material was sent to their representatives in other countries.



A great deal of data about wage-earning women in Canada was compiled and this material will be published by the Commission as a handbook for reference use.

A series of radio talks about women and their employment given by the Co-ordinator of Women's Employment included subjects such as that of the older women workers, the shortage of stenographers, and the resultant effects on women generally in a changing economy.

A general shortage of nurses brought many orders for registered nurses from hospitals throughout Canada and some hospitals requested British nurses. These orders to the United Kingdom required careful supervision on the part of the women's division. The graduate nurse in the United Kingdom, even though state-registered, may not possess nursing qualifications required for registration in Canada. Throughout the year, the women's division was engaged in assembling information about the various provincial legislative measures concerning registration of nurses in Canada. In the course of this broad and continuous study on nursing, close co-ordination was effected between women officials of the division and those of provincial and national nursing associations in formulating procedures for dealing with placement of nurses, through the NES, in Canadian hospitals.

Hospital staffs were thus not only augmented with qualified registered nurses but in many instances shortages were met with graduate nurses and nurse-aides from other countries. In addition to this assistance for hospitals and other institutions for the ill and infirm, other workers were provided for these establishments by the entry to Canada of female domestics from other countries. Approximately 3,500 German nationals and over 100 women and girls from the United Kingdom were placed as domestics in Canadian institutions and private homes. As part of this undertaking, welfare problems of female immigrants were considered and referred to appropriate community services.

As the year advanced the numbers of unplaced female applicants registered at the offices of the Commission steadily increased. By the end of the year this increase amounted to some 35,000 women. Unfilled vacancies for female workers decreased from some 16,000 at the beginning of the fiscal year to something over 12,000 at the end. At the same time, the female labour force of Canada increased by approximately 64,000, in contrast with a drop of approximately 20,000 in the male labour force. The immigration of numbers of women in recent years has undoubtedly played a part in effecting an increase in the female labour force which reached a total of 1,192,000 by the end of the fiscal year.

#### ANALYSIS AND DEVELOPMENT

The work of the analysis and development division during the year was marked by the extension of services to provide more



complete and up-to-date information on the state of the labour market; by the development of employment procedures to meet certain changing conditions; and by improvements to existing procedures and techniques designed to assist local offices towards rendering better service to their respective communities.

*Labour Market Information*—Demands for labour market information increased materially from previous years. Special surveys of local labour market situations, of industries, and of occupational groups were carried out—involving, in some cases, the initiating of special reports from field offices to provide necessary source material. Because of the increasing interest in employment conditions, instructions regarding preparation of such regular statements as monthly narrative summaries on employment conditions, labour surplus reports and various statistical reports were revised with a view to improving the quality of information furnished by field offices.

In collaboration with other departments, several field surveys were undertaken as a means of refining the statistics arising out of the Commission's operations relating to unemployment. In this connection too, considerable interdepartmental committee work was done. The division continued to provide statistics and reports on labour demand and supply and related aspects, including reports on lay-offs and industrial disputes, to other government departments.

*Preference in Referral*—The system of extending preference in referral of applicants in short supply to firms heavily engaged in defence work continued during the year. Because of availability of almost all kinds of labour, there was little need on the part of local offices to resort to priority in labour supply to satisfy employers' requirements. In view of this, the preference in referral system was examined with the idea of extending the preference only upon formal application by the employer.

*Local Office Area Descriptions*—The work of bringing local office area descriptions up to date was continued throughout the year. Copies of this material, which was designed primarily for use in the Commission's offices, are supplied to a considerable number of other government departments and agencies. A recent request by the Department of Trade and Commerce extended the use of this material to trade commissioner service offices in many parts of the world.

*Completion of Changeover to Finer System of Occupational Classification*—The task of changing over to the system of classifying occupations as embodied in the U.S. Dictionary of Occupational Titles was completed towards the end of the fiscal year. It assisted materially towards more appropriate matching of applicants with jobs. In a number of instances representatives of employers attended the training course given to local office staffs on the use of the classification and declared

their intentions on adopting it to identify job openings when placing orders.

*Instructional Material*—The analysis and development division is responsible for development and preparation of all instructional material governing general employment procedures in local and regional offices. During the year, in addition to the regular review and revision to existing procedures, procedures and instructions were developed on several new areas of operation. With the initiation of the payment of benefit to claimants during periods of sickness, the necessary employment procedures were devised and new instructions issued. With the passing of the Canada Fair Employment Practices Act, procedures were developed covering local office operations in regard to this legislation.

Upon the decentralization of executive and professional operations from regional to local offices in all five regions, considerable work was done on the revision of instructions both with regard to executive and professional operations themselves and the statistics resulting therefrom. Towards the end of the year, and in collaboration with the insurance branch, special working relationships between the Ottawa and Hull local offices were developed with a view to rendering service to applicants and employers on a single labour market basis.

*Semi-Annual Report of Hirings and Separations*—Two surveys dealing with employers' monthly hirings and separations, and numbers of workers on payroll, were conducted during the year. These surveys, which cover some 52,800 business establishments, are carried out at six-month intervals by the Commission's head office. Local offices are furnished with copies of the individual reports submitted by employers in their respective areas. A coverage approximating 98 per cent of the establishments required to report is obtained each survey. The number of reports received this year exceeded 51,000—an increase of more than 1,000 over the previous year.

Numerous detailed summaries are produced from the tabulated results of these returns. These, together with the individual returns, supply the Commission with the basic information for determining the effectiveness of employment operations in terms of employer acceptance of local office facilities. The data serve many other administrative purposes and in addition provide valuable indicators of labour turnover, hiring and separation rates, etc.

A schedule of separation rates is prepared each six months, and copies are supplied to all large firms. These make possible the comparison by individual employers of their own separation rates against those of their industry as a whole. Hiring rates are also compiled, and are available to employers on request.

## GENERAL

*Reception and Transportation of Immigrants*—Officials of the Commission continued to be actively employed in providing extensive services for newcomers to Canada. Immigrants arriving under the auspices of the Department of Labour were met at ports of entry where arrangements were made for their transportation direct to areas in Canada where employment had been arranged for them or to one of the Department of Labour hostels for interview and temporary accommodation. Following the interview at hostels, employment, suited as closely as possible to their qualifications and personal preferences in regard to location, was found for them. Arrangements were also made for transfer from the hostel to final destination where they were again met by Commission officials and introduced to their employers. The following table shows the approximate number and classification of workers helped in this manner:—

Farm Workers . . . . .	3,497
Sugar Beet Workers .	1,506*
Domestic Workers ..	3,543
General Labourers ..	1,406

\*includes some dependents.

The work of the Commission's offices does not end with the initial reception, transportation and placement of immigrants. In agricultural and domestic employment particularly, some clash of personalities between workers and employers is inevitable in a certain number of cases. Language difficulties, unexpected working conditions and misunderstanding of various kinds are usually the cause. In most instances National Employment Office officials are brought into the picture and often, although not always, the matter is solved by transferring the worker to another employer. A number of immigrants with personal problems reported to the Commission's offices and were given advice or referred to appropriate agencies for help. The Commission's staff at all levels is continuously involved to a large extent in keeping track of immigrants who are indebted to the Canadian Government for transportation and in making arrangements for the repayment of the amounts owed. In connection with these activities close liaison was maintained with the Department of Citizenship and Immigration, church and welfare organizations concerned with immigration and immigrants, and with provincial government officials dealing with farm help.

Towards the latter part of the summer the closing of the Department of Labour hostel at Ajax, Ontario, coincided with the delayed arrival of appreciable groups of farm families, married couples and single male farm workers. As the reduction in the demand for farm help also became manifest at this time these people were mostly accommodated in the hostel at St. Paul L'Ermite, Quebec. Special steps were taken to find employment and accommodation for them all across Canada. They were all placed in a few weeks.



Apart from the group movements referred to above, large numbers of the regular stream of immigrants who entered Canada during the fiscal year reported to National Employment Offices for help in obtaining employment. Because of their knowledge of local and national employment conditions the Commission's officials were able to provide these newcomers with valuable assistance.

Another example of the Commission's participation in the Government's immigration program is the number of British immigrants who were brought to Canada through the National Employment Service clearance operations with the London, England office of the Department of Labour. Officers of the Unemployment Insurance Commission also served on the Canadian Government Immigration Mission in Europe.

*Transportation of Canadian Workers*—Transportation to distant points was provided, on behalf of employers, for close to 3,000 Canadian workers. The cost of this service was over \$190,000, all of which is recoverable from employers concerned. The Kitimat project in northern British Columbia accounted for a large portion of the above. These movements were additional to movement of workers in agriculture referred to elsewhere in this report.

*Great Lakes Seamen's Security Regulations*—The volume of work in connection with these regulations was still appreciable, although not quite as heavy as the preceding year. A total of 5,292 applications was received and processed during the year under review as compared to 7,010 in 1952-53. Again, the bulk of this work was confined to the head office of the Commission and those local offices along the St. Lawrence River and the shores of the Great Lakes, although many applications were received and security cards delivered to seamen at their homes in other areas.

*Employment Opportunities Throughout Canada*—A new system designed to give wider coverage to employers' requirements and to acquaint unemployed workers with employment opportunities available at distant points was adopted early in the year. This does not supersede the Commission's long established clearance system but makes available to applicants at all local offices brief particulars of out-of-town jobs about which they may obtain more detailed information if interested.

*Employment Committees*—The National Employment Committee, five Regional Committees and sixty-one Local Committees were active at their respective levels. The National Committee met on three occasions. One of the meetings was held jointly with the Prairie Regional Committee in Winnipeg in October 1953, while the other two were in Ottawa. Many questions were dealt with including the major item of seasonal unemployment, a recurring problem in Canada.



At the request of the National Advisory Council on Manpower, and with the concurrence of the Commission, the National Employment Committee was assigned the responsibility of carrying out a survey to learn the extent of seasonal unemployment in selected Canadian industries, the purpose being to find out how seasonal unemployment might be reduced. Through questionnaires distributed to employers by Local Employment Committees, information was secured from which a special report with recommendations was prepared. The report was submitted to the National Advisory Council on Manpower and the Unemployment Insurance Commission. Throughout the entire period of the survey and in connection with the report itself, valuable assistance of a technical nature was received from the Economics and Research Branch of the Department of Labour. Credit should also go to the Regional and Local Committees for their active assistance in the field.

During 1953 the five Regional Employment Committees held meetings at which regional employment conditions were reported upon as was also the business conducted by the Local Committees in the respective regions. Many resolutions emanating from these Regional Committees were subsequently dealt with by the National Employment Committee.

Most of the 61 Local Committees held regular monthly meetings, except during the summer. The Commission appreciates the role Local Committees are playing in their own communities. Many of them have explored ways and means of easing winter unemployment locally and a number have instituted "Provide A Job" campaigns, some of which met with success. The Commission's activities have been publicized in various ways, and some of the important questions examined included "apprenticeship, youth training, and older workers". A number of Local Committees have been instrumental in showing the film "Everybody's Handicapped" as a means of creating local interest in the work possibilities of individuals with disabilities of various kinds.

The two-year term of office of members of Committees (other than chairman) at all levels expired at the end of the fiscal year 1953-54. Nominations for membership received up to that time indicate some changes in personnel for the next two years. However, as a number of the present members have been renominated there should be a satisfactory representation to provide continuity.

#### MEMBERSHIP ON INTERDEPARTMENTAL COMMITTEES, ETC.

Head office officials of the National Employment Service are either members of, or work in close liaison with, a number of interdepartmental and national committees and some international committees. Examples are:—

The National Advisory Council on Manpower  
The Labour Priorities Committee (a sub-committee  
of the National Advisory Council on Manpower)  
The Interdepartmental Committee on Labour Statistics  
Inter Service Trades Committee  
The Canadian Welfare Council  
The Vocational Training Advisory Committee  
The Apprenticeship Training Advisory Committee  
Dominion and Provincial Committee on Farm Labour  
Joint UIC and United States Employment Services  
Committee on the Movement to the U.S.A.  
of Potato Pickers and Bushworkers  
Defence Supply Construction Panel  
Joint U.S.A. and Canada Defence Construction  
Labour Advisory Committee  
Dental and Medical Services Advisory Board.

## UNEMPLOYMENT INSURANCE

### CLAIMS FOR BENEFIT

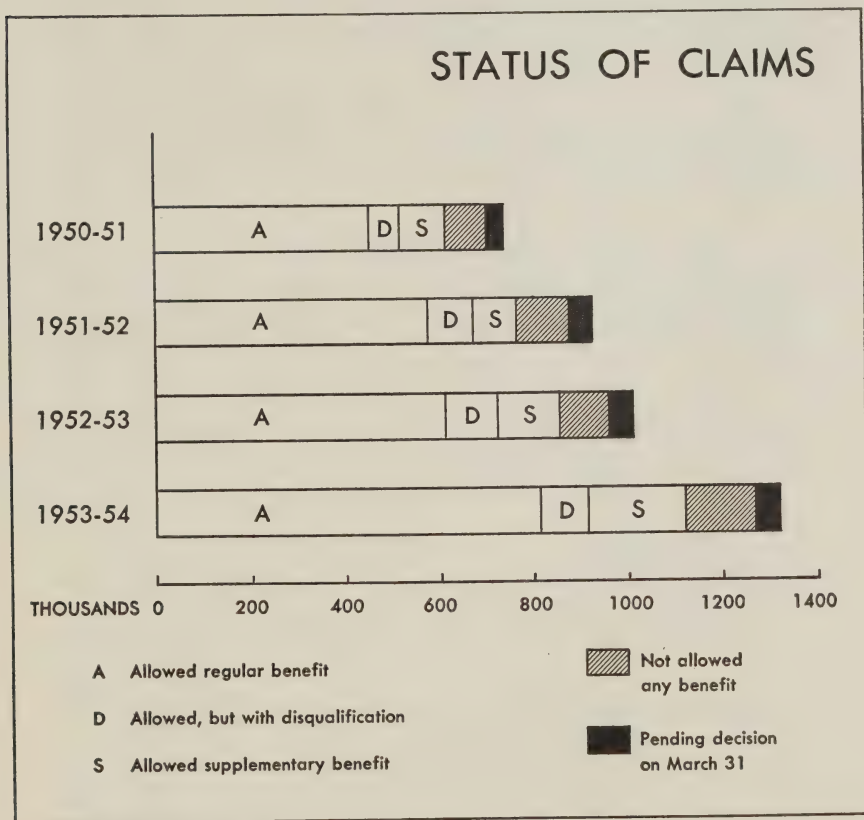
During the latter part of the fiscal year, unemployment in Canada rose to the highest point reached since the inception of the Act, with a consequent increase in the number of claims for benefit. In spite of this, the Commission's local offices were able, with few exceptions, to process the claims as received and give prompt service to the claimants. From October 1, 1953 to March 31, 1954, out of every 100 claims received 93 were ready for payment on due date, 6 were paid with a delay of only one week and only 1 was delayed longer than a week. Many of the smaller offices, accustomed to process less than 10 new claims a day and pay an average of 100 claimants a day, were faced with a claim load of 30 new claims a day and payment to 500 claimants. Experience gained in previous years, improvements in internal procedures and decentralization of adjudication all contributed to increased efficiency and made possible an excellent record in handling an exceedingly heavy work load.

One of the principal reasons for delay is the failure of workers to produce their insurance books when they make claims. The Act requires that employers deliver the insurance book, stamped up to date, on separation. A recent survey indicated that the great majority of employers are able to do this, but the number of books not delivered at separation continues to be fairly large. The responsibility is divided fairly equally between employers, and employees who do not realize the importance of their books and either fail to get them when they separate or to bring them when they make their claims.

During the year 1,281,783 initial claims were received. This is an increase of 297,537 over the previous year. The number of claims allowed with no disqualification was 812,408. 103,556 were allowed but with disqualifications for varying periods. Of

the remainder 208,556 who were unable to qualify for regular benefit were allowed supplementary benefit, 200,600 with no disqualification and 7,956 with disqualification for varying periods. 148,175 failed to qualify for either regular or supplementary benefit, but of these 56,019 subsequently proved entitlement.

The following comparative table shows the status of the initial claims in relation to previous years.



The gross amount of benefit paid during the year was \$186,964,560, of which \$174,730,279 was for regular benefit and \$12,234,281 supplementary benefit. 356,731 claimants did not qualify for regular benefit as they either lacked the necessary 180 contributions in the two years prior to the claim or did not have 60 of these in the previous year or 45 in the previous six months.

Claims numbering 216,444 were allowed with a disqualification imposed either at the time filed or during currency of the

claim. The major reasons for these disqualifications were as follows:—63,593 claimants left their employment voluntarily without just cause; 63,822 claimants at the time of separation from employment received money over and above their regular wages and were therefore considered not unemployed for the days represented by this additional money; and 20,373 claimants were unable to prove capability and availability for work. The main reasons for the disqualification of the remainder were that they neglected an offer of work, lost their employment by reason of their own misconduct, or were unable to meet additional conditions for the receipt of benefit which applies to some classes of insured persons.

The average rate of benefit for the calendar year was \$3.10 representing an increase of \$0.23 over the previous year. Claimants received an average of 58 days which is an increase of three days over the previous year.

During the year 10,410 claimants appealed to courts of referees from the decisions of insurance officers. 1,814 appeals were allowed by the courts. Courts upheld the decision of the insurance officer on the remainder. The following table shows the details:—

APPEALS AND REFERENCES TO COURTS OF REFEREES  
AND APPEALS TO THE UMPIRE  
DURING THE FISCAL YEAR 1953-54

COURTS OF REFEREES—

Pending 31, March, 1953.....	605	
Received during the year from claimants.....	10,363	
Referrals by Ins. Officers—Interstate etc.....	47	
Total.....		11,015
Appeals by claimants—Allowed.....	1,790	
Disallowed.....	8,477	
References by Ins. Officers—Allowed.....	24	
Disallowed.....	24	
Total Heard.....	10,315	
Withdrawn.....	277	
Pending 31, March, 1954.....	433	
Total.....		11,015

132 appeals were disposed of by the Umpire during the year. These appeals were made by claimants, associations and insurance officers from decisions issued by courts of referees. The following table gives details of how these appeals were decided:—



## APPEALS TO UMPIRE—

Pending 31, March, 1953 . . . . .	67	
Appeals by claimants during year . . . . .	52	
Appeals by Associations during year . . . . .	21	
Appeals by Ins. Officers during year . . . . .	28	
Total . . . . .		168
Appeals by claimants—Upheld . . . . .	10	
Not Upheld . . . . .	63	
Appeals by Associations—Upheld . . . . .	2	
Not Upheld . . . . .	22	
Appeals by Ins. Officers—Upheld . . . . .	33	
Not Upheld . . . . .	2	
Withdrawn . . . . .	5	
Referred back to court of referees . . . . .	—	
Pending on 31, March, 1954 . . . . .	31	
Total . . . . .		168

## AMENDMENTS TO THE ACT

The only amendment to the Unemployment Insurance Act during the year became effective on August 3, 1953. As from that date, a person entitled to receive benefit under the Act by reason of having become unemployed through no fault of his own may continue to receive benefit if he has afterwards become ill or is injured or quarantined while his entitlement would otherwise continue. Previous to this amendment, a claimant was disqualified from receiving benefit when he became incapacitated through illness or injury.

It had been felt for some time that, although the Act was primarily designed to take care of periods of unemployment and not sickness, a great deal of hardship was being experienced by persons who, when they became ill, suddenly found that their unemployment insurance benefits ceased at a time when they were most needed.

As it often happens that there is no employment available in any case for the person who became ill while in receipt of benefit, there was a considerable inducement for him to conceal periods of temporary illness in order to avoid disqualification for those days. This situation put a strain on the honesty of the claimant who was penalized for making a truthful declaration of his disability while the claimant who did not report his disability was paid benefit.

Before recommending an amendment, the Commission made an intensive study of the practice of other countries that operate plans of cash sickness benefit, particularly the United States, Great Britain, and Australia. Under the plans of national insurance operated in Britain and Australia, benefit is paid at the same rates and to the same class of insured persons for any interruption of employment caused by lack of work or by

sickness. Similar plans are in operation in four of the states in the United States as well as a federal plan of a similar type applicable to railway workers.

The concept underlying all these plans is that a layoff due either to shortage of work or to sickness is involuntary unemployment and the same basic contribution should provide the insured person with compensation for loss of wages in either case, excluding any periods for which he is entitled to benefit under workmen's compensation legislation.

The plan introduced under the Canadian Unemployment Insurance Act does not go so far at present as most of those schemes. It does not, for instance, apply to the insured worker whose loss of employment is caused by sickness or accident, although benefit can be paid to such a worker after he has recovered from the illness, if no suitable work is then available for him. It was realized that because of certain limitations in the plan anomalies were bound to arise, but it was thought that any extension of insurance to persons who become unemployed because of illness or injury should be deferred until experience had been gained in the operation of the present scheme. It is definitely a forward step in social legislation in Canada.

The amendment makes no change in the rate of benefit nor in the method by which the duration of benefit is established, nor is there any increase in the rate of contributions.

#### CHANGES IN THE REGULATIONS AND SPECIAL ORDERS

An extension of coverage to certain persons who were formerly excepted because they were employed in horticulture took place on March 1, 1954. By this extension, all persons employed in landscape gardening became insurable other than those employed in connection with a nursery or greenhouse. There is no administrative difficulty in insuring these persons who are mainly engaged in construction, maintenance and renovation work. It seemed desirable, therefore, to give these employees the same benefits of unemployment insurance as if they performed the same type of work for another employer operating an insurable industry.

Previous to January 1, 1954, one of two alternative tests was applied to municipal and federal government employees to determine their permanent status for purposes of unemployment insurance. When an employee of one of these governments began contributing to an established retirement or pension fund, irrespective of the length of his service, he was immediately eligible for a certificate of permanency. When accepted as satisfactory by the Commission, this relieved the employer and employee of making any further contributions. This was one test. If, however, the employee was not a contributor to a retirement or pension fund, he was considered a temporary employee for whom some other proof was needed that he could be deemed permanent for unemployment insurance purposes.

The second test, then, was for an employee to have had three years of full-time continuous service with the same employer as an indication that he would remain in that position on a permanent basis. After three years' service the employer could submit a certificate certifying that the employee was permanent for unemployment insurance purposes.

With the coming into force of the Public Service Superannuation Act on January 1, 1954, all so-called temporaries of the Federal Government were put on the same basis as the permanent employees as regards superannuation. Under the old Special Order defining what was meant by permanency for unemployment insurance purposes, this meant that all temporaries could be excepted by fulfilling the conditions of the first test. Experience showed that a large percentage of separations occurred within the first three years of service and it was therefore decided to delete the first test and retain only the second. As the Special Order now stands, all employees of federal and municipal bodies must have had three years' continuous full-time service with the same employer to be excepted by a certificate of permanency.

Provincial employees are insured only with the concurrence of the government of the province for which they are working. Up to the present time all provinces, with the exception of Quebec, have given their concurrence to insuring certain groups of employees. In general those who are insured are temporary or casual employees who had been insured prior to becoming employed by the province, and are thus enabled to continue their insurance without interruption or loss of potential benefit.

A change was made on October 1, 1953 in the benefit regulations with regard to payment of benefit at termination of employment and during holidays and plant shutdowns. Formerly, when a person received money from his employer on termination of employment (other than money representing pension payments or for overtime) that person was not paid benefit until the period represented by this money had elapsed. Under the new regulation all money received on termination is disregarded in determining whether or not a person is unemployed, unless it is paid in consideration of the recipient undertaking to return to his former employer when required, in accordance with a guaranteed wage plan, for retirement leave credits, or in lieu of notice. If it is paid under these latter circumstances a person receiving it will not be entitled to benefit until the period represented by the money has elapsed.

If a shutdown for holidays lasts for more than a week, benefit is paid for days (other than statutory holidays) in the second and subsequent weeks, for which the employee does not receive pay. Holiday pay, received at termination of employment, will not deprive a claimant of benefit.



## RECIPROCAL RELATIONS WITH UNITED STATES

The agreement made between the governments of Canada and the United States in 1942 is intended to eliminate duplicate coverage in respect of the same periods of employment for persons who work in both countries, and to make it possible for those who have established credits in both countries for different periods of employment to draw on those credits when unemployed, regardless of whether they are residing at the time in Canada or in the United States.

It is optional for any state to adhere to the agreement, and Canada may suspend its operation as regards any state which does not adhere. All states have subscribed to the agreement except Alabama, Iowa, Kentucky, Maine and New Hampshire. The Railroad Retirement Board, which administers the United States Railroad Unemployment Insurance Act, is not a party to the agreement. Consequently the Commission has no arrangements with that Board for the reciprocal treatment of claims of persons who have been insured under that Act.

During the year the Commission agreed to extend its procedures to taking claims on behalf of veterans of the United States armed forces who filed claims against the United States Government for Veterans' Unemployment Compensation while residing temporarily in Canada. This was done following an amendment in the United States legislation which permitted the payment of benefit to such veterans when temporarily absent from the United States.

The total number of claims filed against the various states in the past year by persons residing in Canada was 1,294 and the number of claims received by the Commission from persons residing in the United States was 1,236.

## UNEMPLOYMENT INSURANCE FUND

The balance in the unemployment insurance fund at March 31, 1954 was \$881,274,133.34 compared with \$851,585,164.66 at the end of the previous year, an increase of \$29,688,968.68. Revenue from all sources was \$216,539,735.01 and expenditure \$186,850,766.33.

The whole fund, except the amount kept in cash for paying benefit, is invested in obligations of or guaranteed by the Government of Canada, most of which are long-term securities. The book value of the investment securities as at March 31, 1954 was \$871,826,409.05 and the par value was \$880,424,000.00. The average yield of investments was 3.02% per annum for the fiscal year ending March 31, 1954. Investment transactions may be made only on the authority of an investment committee of three, including the Governor or Deputy Governor of the Bank of Canada and two persons nominated respectively by the Minister of Labour and the Minister of Finance.



## UNEMPLOYMENT INSURANCE FUND

## BALANCE SHEET

AS AT MARCH 31, 1954

## ASSETS

Cash on deposit with Receiver General.....	\$	4,279,093.54
Amount on deposit with chartered banks for benefit warrant settlements.....		940,369.94
Advances to local offices for payment of benefit by cash.....		2,144,319.90

## Investments:

Government of Canada and Canadian National Railways Bonds at cost (par value \$880,424,000.00).....	\$876,588,884.27	
Deduct: Amortization of premium less accumulation of discount.....	4,762,475.22	
Book Value.....	871,826,409.05	
Accrued interest on investments.....	6,936,503.50	
		878,762,912.55
		<u>\$886,126,695.93</u>

## LIABILITIES

Unredeemed Benefit Warrants:		
Unemployment Insurance.....	\$	3,256,024.16
War Veterans Allowance.....	3,903.32	\$ 3,259,927.48
Deposits:		
From employers under Bulk Payment Method.....	1,551,731.67	
Advance for War Veterans' Allowances.....	40,903.44	1,592,635.11
Balance at Credit of Fund:		
Balance at March 31, 1953.....	851,585,164.66	
Add: Net Revenue for period April 1, 1953, to March 31, 1954.....	29,688,968.68	
		881,274,133.34
		<u>\$886,126,695.93</u>

*Note:* This balance sheet will not agree with the balance sheet included in the Public Accounts 1953-54, as it includes certain transactions during April 1953 applicable to the fiscal year 1952-53 and does not include certain transactions during April 1954 applicable to the fiscal year 1953-54.

UNEMPLOYMENT INSURANCE FUND  
STATEMENT OF REVENUE AND EXPENDITURE FOR  
THE PERIOD APRIL 1, 1953 TO MARCH 31, 1954

REVENUE

Contributions:

Employers and Employees—

Stamp Method..... \$72,512,015.28

Meter Method..... 19,749,446.60

Bulk Payment Method..... 65,460,430.35

Department of Veterans Affairs:

Armed Services.... \$331,480.01

Special Forces..... 15,180.44

Regular Forces..... 604,723.51

951,383.96

\$158,673,276.19

Government of Canada..... 31,735,793.41

Fines Received..... 36,833.77

Income from Investments:

Net interest earned after provision for amortization of  
premium and accumulation of discount, etc..... 26,094,504.24

\$216,540,407.61

Less: Adjustment of reimbursement to the U.I. Fund on account of Supplemen-  
tary Benefits Classes 3 and 4..... 672.60

\$216,539,735.01

EXPENDITURE

Benefit Payments:

Ordinary..... \$174,619,903.03

Supplementary—

Classes 1 and 2..... \$12,231 610.40

Less: Classes 3 and 4..... 747.10

12,230,863.30

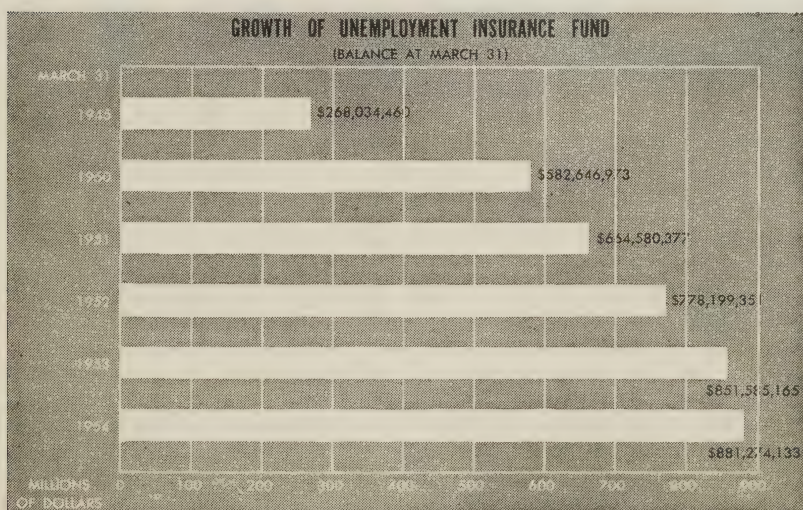
186,850,766.33

Excess of Revenue over Expenditure..... 29,688,968.68

\$216,539,735.01

The relatively large balance in the fund has been accumulated during thirteen years of what has been for the most part a period of very high employment. Nevertheless, because of the great seasonal fluctuations in employment in Canada, resulting from the severe winter climate, a substantial amount of benefit has been paid during that time. On several occasions benefit payments during the winter months have exceeded income for those months. In 1953-54 this was true of the months of January, February and March.

There has been a heavier drain on the fund during the past winter than in any previous year owing to higher unemployment. Benefits in 1953-54 amounted to 86.2% of the total revenue in that year. In the previous year the amount of benefit paid was 64.9% of the revenue. In the whole period from 1941 to March 31, 1954 the benefit paid amounted to \$755,986,022.03 or 46.1% of the total revenue amounting to \$1,637,260,155.37.



In view of this large expenditure on benefit during a period of relatively high employment the Unemployment Insurance Advisory Committee, in reviewing the adequacy of the fund, has pointed out several times in recent years that there is no reason for concluding that the reserve is too large. The war years and the immediate postwar years were a period of particularly high employment. Apart from fluctuations mainly due to seasonal factors, the demands on the fund during most of that period have been light. There has been no test of the ability of the fund to cope with really heavy and prolonged unemployment. The Advisory Committee, when it reported in July, 1953 on the operations of the fund during the previous fiscal year, only went so far as to comment that the ratio of benefit to contributions

was high in a year of comparatively good employment conditions, but that in its opinion the fund was adequate to meet any foreseeable conditions.

For this reason the Commission considers it important not to lose sight of the sound insurance principles upon which the Act is based, particularly when proposals are made for enlarging the scope of the Act to include additional classes of workers. Before this is done it is essential to consider whether it is possible to provide adequate administration in the matter of identifying the insured persons, collecting contributions, verifying periods of unemployment, and referring unemployed persons to suitable employment. It is not only unsound on insurance grounds but unnecessarily wasteful to dissipate the fund on marginal claimants such as certain classes of seasonal workers whose attachment to insurable employment is very slight and whose unemployment is often difficult to verify, or on classes whose occupations are such that they can only be adapted with great difficulty, if at all, to a plan of unemployment insurance. Besides causing an unnecessary drain on the fund, payment of benefit to such classes tends to bring the administration of the plan into disrepute with the public and with other contributors who depend mainly for their livelihood on insurable employment and for whom it is intended that the fund should be used.

#### COVERAGE

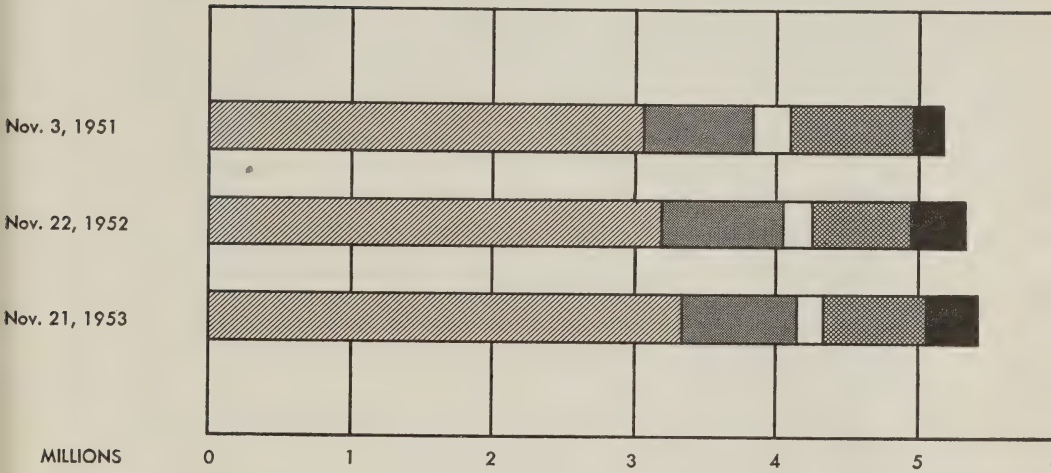
In November, 1953, it was estimated that the Canadian labour force numbered 5,316,000 of whom 4,113,000 were reported as wage earners. Of the wage earners, it is estimated that 3,276,000 were engaged in insurable employment. This is an increase of 35,000 over November, 1952 and also represents 79.7% of the wage earners. The non-insured wage earners numbering 837,000 included 104,000 employed in agriculture; 125,000 in hospitals and charitable institutions; 120,000 teachers; 83,000 private domestic servants; 22,000 nurses; 191,000 employed in federal, provincial and municipal permanent public service and police forces; 60,000 salaried employees earning over \$4,800 a year; and 4,000 engaged in fishing.

There were no major changes in coverage during the year but further consideration was given to proposals which had been made in previous years for extending coverage to certain groups, and in two cases specific recommendations were made. At the request of the Unemployment Insurance Advisory Committee, the Commission had made detailed studies of four employments not at present insured—agriculture, fishing, private domestic service and teaching—to determine the possibility of extending coverage to workers in those employments. The Commission had submitted reports on each of these matters to the Committee and the Committee decided, before making any recommendations thereon, that copies of the reports should be sent to organizations interested in the effect of including such workers under the Act,



## CANADIAN CIVILIAN LABOUR FORCE

(Representative weeks in 1951, 1952 and 1953)



	1951	%	1952	%	1953	%
Insured wage-earners	3,051	59.3	3,158	60.0	3,276	61.6
Non-insured wage-earners	798	15.5	879	16.7	837	15.8
Total wage-earners	3,849	74.8	4,037	76.7	4,113	77.4
Unpaid family workers	243	4.7	229	4.4	208	3.9
Own-account workers	888	17.2	690	13.1	718	13.5
Employers	168	3.3	306	5.8	277	5.2
Total Civilian Labour Force	5,148	100.0	5,262	100.0	5,316	100.0

Source: Dominion Bureau of Statistics. Revisions based on new age and sex distribution obtained from 1951 census.

as it wished to obtain their comments. The Commission had stated that a limited extension of coverage might be made to employment in agriculture and to employment in domestic service, but recommended against insuring fishermen and teachers.

The Advisory Committee, at its meeting in July, 1953, again considered the recommendations of the Commission in the light of comments received from interested bodies. It concurred in the Commission's recommendation that teachers should not be brought under the Act. In view of the small desire indicated by interested bodies for insuring persons employed in private domestic service, and difficulties which the Commission had pointed out that this would entail, the Committee concluded that it was not advisable to recommend insuring such employment at present.

Representations continue to be made to the Commission for the inclusion of fishermen. While administrative problems are greater than in most other industries, the nature of the employment and the difficulties in proving unemployment are the main stumbling blocks. However, continued study is being made of this industry.

With regard to agriculture, the Committee felt that further consideration should be given to suggestions made by the Commission and to certain alternative suggestions made by the Canadian Federation of Agriculture. The Committee, therefore, again deferred making specific recommendations until the results of further studies, including information about the practice followed in other countries, had become available for consideration.

A minor extension of coverage to landscape gardening was made by regulation for the purpose of removing anomalies between employees performing similar services for landscaping contractors and construction firms. This extension applied to all persons employed in landscape gardening except those mainly engaged in nursery or greenhouse work.

During the year, the Commission's field offices throughout Canada answered by letter over 7,000 enquiries from the public on questions involving coverage. All rulings are reviewed by the coverage division at head office to ensure that they are in accordance with the Act and that a consistent interpretation of coverage questions is given in every part of the country. In addition to those given by field offices, approximately 3,000 rulings were issued by the coverage division at head office in cases referred by local offices or received directly from the public.

The Commission made 15 formal decisions under Section 47 of the Act in cases where persons were dissatisfied with opinions given by its officers with respect to the insurability of employees.

One case was referred to the Umpire for a decision under Section 50 of the Act.

Hospitals and charitable institutions, although not required to insure their employees, are allowed, if they obtain the consent of the Commission, to insure any specified group or class of employees. Under this provision, 10 hospitals and 80 charitable institutions obtained coverage during the year for certain classes of employees. This brings the total of such institutions which have elected to insure their employees to 73 hospitals and 592 charitable institutions. The number of employees so insured is approximately 3,000.

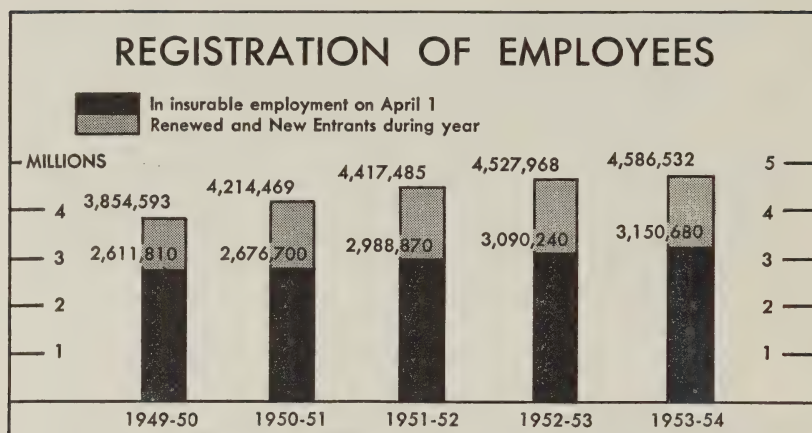
### CONTRIBUTIONS

The Act places the responsibility of making his own and his employees' contributions on the employer. The employer thus not only makes a large contribution to the fund but is under additional expense to carry out the requirements of the legislation. The Commission has always endeavoured to keep demands on employers to an absolute minimum and to design its forms and procedures so that additional burden on employers is as light as possible. The co-operation it has received has always been of the highest order, and this report would be incomplete without grateful acknowledgement of that fact.

Reference was made in last year's annual report to the bulk payment method of making contributions. As a result of further studies it was found possible to reduce again the Commission's requirements with regard to deposits by employers. During the year the number of bulk payment permits rose from 2,757 to 3,069. Care continued to be exercised in the selection of suitable applicants. As an added protection the reporting facilities of a commercial information service were used, particularly when the applicant was located in an outlying area.

The increased seasonal unemployment during the winter months added a heavy burden to the regional contributions staffs who determine the rate and duration of benefit for each individual claimant. As a general rule, claims were processed at regional offices in 48 hours. Every year, however, brings its quota of wrong insurance numbers, duplicate numbers, records not turned in by employers and workers and other complications which cause delays in handling claims. The busiest week this year was January 25, 1954, when 64,050 claims were computed as compared to the peak week last year when 49,487 claims were dealt with. This was an increase of 29%.

The year under review saw the levelling off of registered employees. The number of insured persons at March 1, 1954 was 3,342,000 against 3,280,000 on March 1, 1953, and the number of contribution records handled in 1953-54 was 4,586,532 against 4,527,968 in 1952-53. The smallness of these increases is



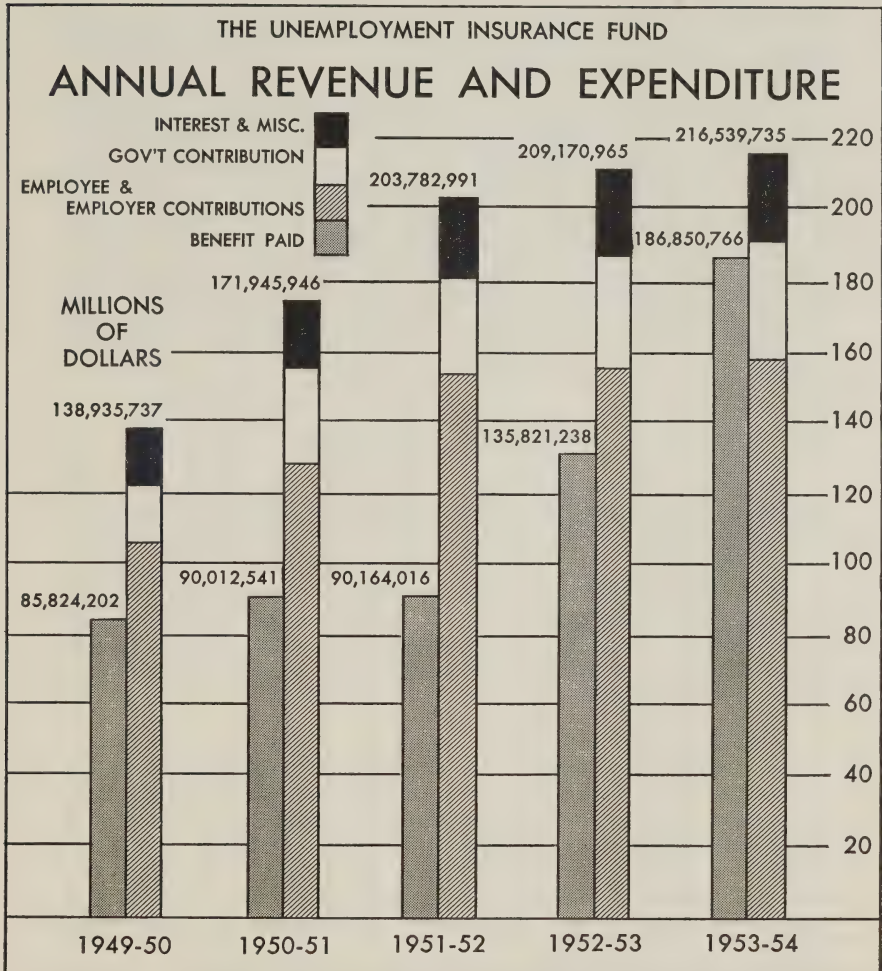
	<i>April 1, 1953</i>	<i>During Year 1953-54</i>
Newfoundland	53,400	94,535
Prince Edward Island	9,480	15,551
Nova Scotia	98,470	161,131
New Brunswick	97,140	147,929
Quebec	909,870	1,361,749
Ontario	1,287,430	1,734,574
Manitoba	177,340	234,753
Saskatchewan	74,540	121,332
Alberta	159,700	293,582
British Columbia	283,310	421,396
CANADA	3,150,680	4,586,532

partly due to the fact that no new large occupations or industries were insured during the year, and partly to the continuous education of employers and employees that an insured person has only one registration or insurance number for his whole working life.

Current events in Korea caused an increase in the armed service contributions received from the Department of Veterans Affairs. During the year to March 31, 1954, \$619,903.95 was received in respect of service in the special and regular forces.

As indicated in last year's report the end of September 1952 saw the termination of the qualifying period for armed service in respect of veterans of World War II. As a result the crediting of contributions for World War II has been virtually completed. Contributions for qualified veterans of which the Commission has no record and who have failed to turn in their insurance books for 1952-53 or a prior year remain. There is every indication that these constitute a very small number. Contributions





collected during the year under review for World War II service amounted to \$331,480.01, bringing the total collected to date from the Department of Veterans Affairs for World War II service to \$54,190,901.58.

Contributions to the unemployment insurance fund are paid by the employee, employer and the Government. Contributions by the employer and employee are based on the amount of wages earned by the insured worker each pay period. There are seven rates of contributions from three cents a day from workers earning less than \$9.00 a week to nine cents a day from those earning \$48.00 or over per week. The Government contributes 1/5th of the amount paid by employer and employee. In addition

to these contributions the fund is increased by interest on monies already accumulated and by fines paid as a result of prosecutions under the Unemployment Insurance Act.

Payments out of the fund apart from the return of deposits are restricted by statute to the payment of unemployment insurance benefit, both regular and supplementary, and the refund of contributions. Under the Unemployment Insurance Contribution Regulations refunds can only be made on the basis that the contributions paid were actually paid in error. The Commission continues to receive annually a great many requests for refunds from insured persons under the erroneous belief that their contributions are some type of compulsory savings, to be drawn at will or particularly when they fail to qualify for regular or supplementary benefit.

#### AUDIT OF EMPLOYERS

Operating from 34 district centres, 317 field auditors made 200,366 routine audits and 24,248 investigations in the year ended March 31, 1954. The auditors' duties carry them to all parts of Canada in a constant effort to ensure that the fund receives its rightful sum, that the rights of employees are protected, and that contributions by employers and employees are correct. Many employers are located in relatively inaccessible localities that can be reached only by boat or by special four-wheel drive vehicles.

Although the number of employers subject to audit during 1953-54 rose to 245,640 the interval between routine audits continued to be slightly in excess of one year. This is an average, as special attention is paid to employers whose records show that constant review is needed. However, while visits to individual employers can be postponed if their record is good, regular audits cannot be put off for long or delinquency increases. Experience shows that delinquency increases in direct proportion to the interval between audits. The sale of unemployment insurance stamps at the post office is always greatest when the auditor arrives in the area.

Since April 1, 1953, auditors established overdue contributions amounting to \$1,555,672.46. During the year collections amounted to \$1,533,405.87 or 98.6% of the amount set up. Although innocent error and procrastination continue to be the most frequent causes of employer delinquency, the potential benefit involved in contributions of this magnitude is in the neighbourhood of \$70,000,000. Had these arrears not been collected, many claimants would have lacked sufficient contributions to qualify for benefit and others would have received only partial entitlement.

In addition to routine visits to employers, auditors follow up complaints involving contribution and coverage matters as

well as non-delivery of insurance books at separation and at book renewal.

Although audits and investigations comprise the bulk of their duties, auditors also conduct court cases involving contribution delinquencies, failure to keep records, failure to renew insurance books, etc., where a guilty plea is offered. If the plea is "not guilty" then the auditor obtains an adjournment, a Crown counsel is briefed and the auditor is available as a prosecution witness. When the court is unwilling to adjourn the case, auditors have carried on and brought their case to a successful conclusion without professional legal assistance. During 1953-54 the auditors made 640 appearances in court on various unemployment insurance matters.

As the auditors are the only officers of the Commission who go into outlying areas and are in contact with all employers they also act as public relations officers. Even after twelve years of operation, many questions arise with regard to the details of the Act and Regulations, the coverage of fringe groups, questions regarding benefits and the assistance given employers and workers by the National Employment Service. The auditors also conduct special investigations, surveys and studies. For example, last year there were special studies with regard to the contributions of stevedores and the railway running trades, the efficiency of meter machines, contributions by casual or infrequent employers and the delivery on separation of insurance books.

#### SERVICES RENDERED TO OTHER DEPARTMENTS

The War Veterans Allowance Act was amended in 1952 to permit the payment of the allowance to a veteran of at least sixty years of age who was unable to maintain himself by following his former occupation but was capable of taking light or intermittent employment.

An arrangement was made between the War Veterans Allowance administration and the Commission that recipients under this amendment would be paid through our local offices and that our employment service be used to endeavour to find suitable employment for these older veterans.

The War Veterans Allowance Board makes the determinations as to the eligibility of the applicants and the maximum amounts payable. However, each veteran is registered for employment at one of our local offices and the determination of the amount to be paid, after taking into account any earnings, is made by the officers of the Commission. As at the end of February, there were over 1,000 of these veterans being serviced through our local offices and the amount paid out in that month was approximately \$44,000.



**ADMINISTRATION****LEGAL**

As already mentioned an important amendment was made to the Act which provides for payment of benefit to claimants who are otherwise entitled but become incapable of work by reason of illness, injury or quarantine. This amendment required lengthy and detailed consultations by the Legal Adviser with various authorities.

Several amendments to insurance coverage Regulations were approved by order-in-council. These dealt with coverage in relation to employment in landscape gardening, certain employments in the printing trades, employment by some designated Crown agencies and the exception from insurance of certain persons who are employed in insurable employment to an inconsiderable extent. Amendments to benefit Regulations were also approved including regulations dealing with receipt of certain monies by claimants, with holidays, with conditions of deferment of the first non-compensable day and of the waiting period and with benefit payments in respect of persons of unsound mind or deceased.

During the year a substantial number of applications was received for decision of the Commission in connection with insurance coverage. Some of these cases were referred to the Umpire. In others the decision of the Commission was appealed to the Umpire by the applicant. The decision of the Commission was upheld in all cases.

The Revised Statutes of Canada, 1952, effective September 15, 1953, renumbered many sections of the Unemployment Insurance Act. Accordingly all references to sections of the Act in the manual and forms were also revised.

There was a slight increase during the year in the number of applications for reinstatement in civil employment under the Reinstatement in Civil Employment Act as extended by the Veterans Benefit Act, 1951. District investigators of the legal branch, acting as reinstatement officers, were responsible for ascertaining the facts, and cases in which difficulties were encountered were referred to the Legal Adviser. Satisfactory adjustment was made in all contentious cases, and resort to the penalty clause of the Reinstatement Act was unnecessary.

In the interests of economy and efficiency, prosecution procedures for offences under the Act and Regulations and responsibility for imposing punitive disqualifications under section 46(2) were decentralized from head office to regional legal offices, effective May 4. Book renewal investigations which were formerly conducted by district investigators were turned over to field auditors, the auditors thenceforward becoming responsible for investigation of all employer infractions.



In connection with imposition of punitive disqualifications the regional legal officers were provided with a guide chart developed earlier at head office; furthermore, detailed manual instructions were developed to ensure that such disqualifications reflected the number of offences, the previous claim record of the claimant, extenuating circumstances and the particular facts of the case.

In conjunction with the decentralization, new forms of consent to prosecute were developed for use by the regional legal officers; it was provided that the estimated 5% of cases encountered for which standard forms would not be feasible were to be referred to the Legal Adviser. In addition, all prosecution cases in which regional legal officers require legal advice or direction were to be referred to the Legal Adviser.

Finally, in conformity with the revised head office function in enforcement matters, simplified statistical records and controls were introduced permitting the elimination of a variety and volume of forms and records. The new controls operate in conjunction with a percentage review by head office of routine cases.

During the year, prosecution proceedings under the Criminal Code were initiated in a number of cases involving misconduct by employees of the Commission.

#### ENFORCEMENT STATISTICS

Appendix VII of this report gives a statistical summary of investigations conducted during the year by district investigators of the legal branch. Investigations totalled 39,163 as compared with 33,696 for the fiscal year 1952-53. They pertained to claimants believed to have made false statements to obtain benefit, spot check to postal and counter claimants to verify fulfilment of the statutory conditions and miscellaneous matters referred to investigators. As a result of the investigations punitive disqualification under section 46(2) of the Act was imposed in 4,242 cases in lieu of prosecution.

Appendix VIII gives a statistical summary for the year of criminal proceedings instituted against employers and claimants for various infractions of the Act and Regulations. In the fiscal year 1952-53, 558 prosecutions were commenced against employers whereas in the fiscal year 1953-54, 559 such prosecutions were commenced. There was an increase of 9.7% in the number of prosecutions commenced against claimants for obtaining benefit through false statements. In 1952-53 there were 831 prosecutions of this type commenced whereas in the present fiscal year 912 prosecutions were undertaken.

During the year 1,484 convictions were registered, 10 actions were dismissed and 46 cases were discontinued as compliance

with the Act and Regulations had been obtained. Out of 1,494 cases which proceeded to trial the percentage of acquittals was less than one per cent (.6%). Out of 610 prosecutions of employers only 7 acquittals were registered (1.1%) and out of 884 prosecutions of claimants only 3 acquittals were registered (.3%). On March 31, 1954 there were 259 cases awaiting hearing in the various courts across the country.

### PUBLIC RELATIONS

Recognizing the fact that its field organization is in constant touch with the public, the Commission has persistently emphasised the importance of courtesy and efficiency. Its staff is trained to appreciate that service to the public requires patience and ability, and that only by exercising these qualities can we achieve maximum success. Every staff member who meets the public is, in a sense, a public relations officer upon whom the Commission depends for faithful co-operation.

The work of public relations officers in the field is assisted by distribution of informative booklets and pamphlets prepared at the Commission's head office. When the Act is amended, local office managers are instructed to seek opportunities and accept invitations from interested organizations in order to explain any changes which require interpretation.

During the winter season a number of local offices have assisted in meeting unemployment by conducting campaigns designed to stimulate winter work. These campaigns have, in many cases, aroused the interest and co-operation of newspapers and radio stations which assisted most generously. The Commission takes this opportunity of expressing its thanks recognizing the fact that their help was frequently an important factor in achieving success.

The unemployment insurance program is now becoming well understood throughout Canada, and consequently a large flow of informative material is not as necessary as in the early stages of the plan. Employers and workers are beginning to appreciate the importance of the insurance book, and less paid advertising is required at periods when books are called in for renewal. Consequently expenditures along these lines during the past year have not been large.

The co-operation of Local Employment Committees where these are located across Canada has continued to produce helpful results. In many cases these Committees have sponsored important publicity campaigns which have proven helpful not only in advancing the work of the Commission but in improving the employment situation in the communities where they were organized.

## STAFF

There was a slight increase in staff during the fiscal year, from 6,917 on March 31, 1953, to 6,989 on March 31, 1954. The staff at the latter date was distributed as follows:

Head Office.....	349
Pacific Region.....	853
Prairie Region.....	1,080
Ontario Region.....	2,067
Quebec Region.....	1,928
Atlantic Region.....	712

In addition, there were 1,840 casual employees on strength at March 31, 1954, to assist with the heavy winter and spring load of claims for benefits, and also with the annual renewal of unemployment insurance books.

Staff turnover (i.e., the net labour turnover rate) was 15.7% during the fiscal year ending March 31, 1954, compared with 16.1% in the previous fiscal year.

During the year establishments were fixed for upwards of 60 local offices and considerable work was done towards fixing establishments for the remaining offices.

## STAFF TRAINING

The Commission's training and development program was most active during the past year. Appreciable progress was made in training supervisors to teach others, especially in the group discussion method. As a result of a better understanding of teaching techniques, the quality of training was improved. Considerable research is being done continuously with a view to increasing effectiveness of the staff development program in general.

A number of groups participated in the Commission's course in interviewing. This was designed for the particular kinds of interviewing required in the work of the Commission.

The induction training program for newly appointed local office managers was intensified. All managers appointed during the past year received this training. Induction training for new employees was also accelerated, while regular development training of all staff members continued.

Considerable emphasis was placed on training the many casual workers required to assist in handling the heavy winter claims load. In order to get casual workers producing quickly, training must be rapid. To this end, the series of pamphlets, introduced last year for training on claims work was again used extensively. This series covers all operations normally performed by casuals and, in addition, two pamphlets acquaint the casual

worker with the general knowledge required as an employee of the Commission.

During the year employment branch staffs of all offices of the Commission were given training in the use of the Dictionary of Occupational Titles—a system of occupational classification now adopted by the Commission. This new system of classification will assist employment officers in developing a more scientific and selective method of placement procedures.

During the year considerable work was done in the preparation of a study and ready reference for stenographers and typists. This publication will be used to train stenographic staffs.

Arrangements have been concluded with the University of Western Ontario, London, Ontario, for a course in rehabilitation and employment counselling to take place in the early summer of 1954. The syllabus has been especially designed for special placements officers responsible for dealing with the many complex problems of persons requiring rehabilitation and employment counselling before being effectively placed in suitable employment.

The normal turnover of staff and opening of several new offices has made it necessary to make available again the correspondence course on the Unemployment Insurance Act. This course will assist those who wish to improve their knowledge of the Act.

#### COMMISSION OFFICES

The number of full time offices operated in Canada during the fiscal year 1953-54 show a slight increase over the previous year. The number of itinerant services has, however, been further reduced because benefit Regulations and procedures now make handling of postal claims easier than in the past. The table below indicates that a total of 238 offices were in operation on March 31, 1954:—

Year Ending	Regional Offices	District Offices	Local Offices		Agency	Itinerant Offices	Total Offices
			Regular	Branch			
Mar. 31/42	5	4	109	..	..	..	118
Mar. 31/43	5	4	195	11	..	..	215
Mar. 31/44	5	4	194	16	2	..	221
Mar. 31/45	5	5	191	24	2	62	289
Mar. 31/46	5	4	191	30	2	68	300
Mar. 31/47	5	4	187	26	2	93	317
Mar. 31/48	5	..	189	24	2	60	280
Mar. 31/49	5	..	178	40	2	70	295
Mar. 31/50	5	..	181	37	2	71	296
Mar. 31/51	5	..	181	35	2	64	287
Mar. 31/52	5	..	186	34	1	36	262
Mar. 31/53	5	..	188	34	1	21	247
Mar. 31/54	5	..	191	33	1	8	238



## INSPECTION SERVICE

The revised inspection organization referred to in the previous annual report was finalized during 1953-54. The organization now provides for inspections made by a staff of inspectors attached to head office instead of regional offices as formerly.

Recruitment took place during the first five months of the year to fill vacancies created by transfer of the inspection function. There followed an intensive training program which consisted of a series of lectures, discussions and test inspections. At the end of the fiscal year the majority of inspectors were considered sufficiently trained to inspect most types of local offices. The training process will be maintained next year to prepare inspectors to cover very large offices, regional offices, and to make functional surveys.

Between October 1953 and the end of the fiscal year 27 local offices were inspected by the new service as well as a cash verification made in metropolitan Montreal. In addition the inspections made by regional travelling supervisors consisted of the following:—

General Inspections	Supervisory Visits	Cash Verifications	Total
87	84	19	190

Therefore, 217 local offices were visited during the course of the year by regional or head office inspectors.

## STANDARDS AND METHODS

The division continued to carry on the function of promoting and maintaining standard systems and procedures. Through research and analysis, improvements in methods were devised and developed.

In many offices of the Commission special surveys were conducted for the purpose of work simplification. Investigations were undertaken to effect improvements of various operational procedures, work load distribution, performances, etc. Among special projects completed were collection and analysis of information concerning basic formulae for staffing requirements of certain grades of local offices; review and study of various local office operations through task listings and time studies; investigation of regional and local office practices and development of new procedures where necessary; analysis and trial of proposed new methods; collection of data for and establishment of certain administrative standards.

The functions of editing, reviewing and controlling distribution of instructional material issued by the Commission, revision and drafting of forms and handling of suggestions submitted by

members of the staff were continued. During the year 650 suggestions were received, acknowledged, investigated and referred to the Suggestions Committee for appraisal.

### PREMISES

In accordance with Commission policy to provide adequate premises, the space occupied by offices is under constant review. During the past year, 20 new premises were occupied, additional space was obtained for 8 offices and provision was made for itinerant service and temporary locations required to meet emergencies. Numerous alterations and renovations were effected in existing premises and 65 office lay-outs were planned and adopted.

### ADMINISTRATION COSTS

Due largely to higher salaries and wages the cost of operating unemployment insurance in Canada during the fiscal year 1953-54 increased by \$1,141,795.08 over the total for the previous year. Costs of administration in 1952-53 were \$24,954,926.98.

#### ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT INSURANCE COMMISSION DURING THE PERIOD APRIL 1, 1953 TO MARCH 31, 1954

Salaries and Wages .....	\$20,830,716.06
Living and Other Allowances .....	13,491.38
Professional and Special Services .....	49,683.76
Commission to Post Office Department .....	733,531.21
Canadian Corps of Commissionaires Services .....	139,355.29
Travelling and Removal Expenses .....	570,849.71
Freight Express and Cartage .....	90,486.88
Postage .....	527,497.34
Telephones, Telegrams and Other Communication Services ..	275,797.85
Publication of Departmental Reports and Other Material ...	21,541.80
Films, Displays, Broadcasting, Advertising and Other Informational Materials .....	14,151.05
Office Stationery Supplies, Equipment and Furnishings .....	744,446.53
Unemployment Insurance Books .....	57,549.02
Unemployment Insurance Stamps .....	53,748.52
Materials and Supplies .....	60,499.37
Acquisition or Construction of Buildings and Works—	
Construction of a Dwelling at Whitehorse .....	1,686.12
Alterations, Maintenance and Repairs—Buildings .....	145,788.78
Rental of Office Accommodation .....	1,485,453.16
Acquisition of Equipment .....	15,263.43
Repairs and Upkeep of Equipment .....	5,246.56
Electricity, Heat and Water Rates .....	142,152.30
Unemployment Insurance Contributions .....	20,403.97
Umpire, National Advisory Committee, National, Regional and Local Employment Committees, Courts of Referees	93,983.50
Rental of Equipment .....	744.91
Sundries .....	2,653.56
	<hr/>
	\$26,096,722.06



## APPENDIX II

EMPLOYMENT OPERATIONS BY THE LOCAL OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION, APRIL 1, 1953 TO MARCH 31, 1954, BY PROVINCES

Province	Applications Registered	Vacancies Notified	Total Placements	Regular (1) Placements	Casual (2) Placements
Newfoundland . . . . . Male	42,394	2,633	3,060	2,891	169
Female	2,603	522	400	391	9
Total	44,997	3,155	3,460	3,282	178
Prince Edward Island . Male	10,617	4,953	4,442	2,895	1,547
Female	5,019	4,169	3,316	2,266	1,050
Total	15,636	9,122	7,758	5,161	2,597
Nova Scotia . . . . . Male	80,290	23,778	23,376	18,527	4,849
Female	23,064	13,264	10,640	6,772	3,868
Total	103,354	37,042	34,016	25,299	8,717
New Brunswick . . . . Male	88,983	29,296	23,528	18,444	5,084
Female	22,076	10,105	7,452	5,169	2,283
Total	111,059	39,401	30,980	23,613	7,367
Quebec . . . . . Male	585,903	212,621	168,415	154,820	13,595
Female	204,466	117,038	83,558	55,399	28,159
Total	790,369	329,659	251,973	210,219	41,754
Ontario . . . . . Male	683,212	289,936	234,439	185,104	49,335
Female	278,097	155,854	109,249	80,439	28,810
Total	961,309	445,790	343,688	265,543	78,145
Manitoba . . . . . Male	101,134	44,788	33,160	26,011	7,149
Female	61,326	38,119	28,123	11,405	16,718
Total	162,460	82,907	61,283	37,416	23,867
Saskatchewan . . . . . Male	64,302	39,693	30,416	23,946	6,470
Female	25,011	17,741	11,395	8,435	2,960
Total	89,313	57,434	41,811	32,381	9,430
Alberta . . . . . Male	129,787	67,593	54,021	43,074	10,947
Female	50,509	34,679	23,905	16,935	6,970
Total	180,296	102,272	77,926	60,009	17,917
British Columbia . . . Male	259,891	79,366	66,941	51,159	15,782
Female	107,926	59,562	47,045	27,612	19,433
Total	367,817	138,928	113,986	78,771	35,215
Canada . . . . . Male	2,046,513	794,657	641,798	526,871	114,927
Female	780,097	451,053	325,083	214,823	110,260
Total	2,826,610	1,245,710	966,881	741,694	225,187
COMPARABLE TOTALS—					
1952-1953 . . . . . Male	1,834,637	869,263	681,638	588,524	93,114
Female	674,331	462,687	314,574	228,345	86,229
Total	2,508,968	1,331,950	996,212	816,869	179,343

(1) Includes Transfers-Out.

(2) Placements are termed "Casual" when the duration of the employment is six working days or less.



## APPENDIX III

## EMPLOYMENT OPERATIONS BY THE LOCAL OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION, APRIL 1, 1953 TO MARCH 31, 1954, BY REGIONS

Region	Applications Registered	Vacancies Notified	Total Placements	Regular (1) Placements	Casual Placements
Atlantic . . . . . Males	222,284	60,660	54,406	42,757	11,649
Females	52,762	28,060	21,808	14,598	7,210
Total	275,046	88,720	76,214	57,355	18,859
Quebec . . . . . Males	585,903	212,621	168,415	154,820	13,595
Females	204,466	117,038	83,558	55,399	28,159
Total	790,369	329,659	251,973	210,219	41,754
Ontario . . . . . Males	649,494	273,160	222,137	174,377	47,760
Females	271,234	152,079	106,198	77,863	28,335
Total	920,728	425,239	328,335	252,240	76,095
Prairie . . . . . Males	330,898	170,158	131,137	104,981	26,156
Females	144,354	94,876	66,947	39,824	27,123
Total	475,252	265,034	198,084	144,805	53,279
Pacific . . . . . Males	257,934	78,058	65,703	49,936	15,767
Females	107,281	59,000	46,572	27,139	19,433
Total	365,215	137,058	112,275	77,075	35,200
Canada . . . . . Males	2,046,513	794,657	641,798	526,871	114,927
Females	780,097	451,053	325,083	214,823	110,260
Total	2,826,610	1,245,710	966,881	741,694	225,187
COMPARABLE TOTALS—					
1952-1953 . . . . . Males	1,834,637	869,263	681,638	588,524	93,114
Females	674,331	462,687	314,574	228,345	86,229
Total	2,508,968	1,331,950	996,212	816,869	179,343

(1) Includes Transfers-Out.



## APPENDIX V

## GROSS AMOUNT OF BENEFIT PAID, REASONS FOR CLAIMS DISALLOWED, AND DISQUALIFIED, AND NUMBER OF INTERSTATE CLAIMS DURING THE YEAR 1953-1954, BY PROVINCES

	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
<b>*REGULAR BENEFIT PAID TO CLAIMANTS:</b>											
From April 1, 1953 to March 31, 1954.....	\$174,730,279	\$5,368,908	\$978,978	\$9,023,266	\$8,355,652	\$61,794,495	\$48,789,633	\$7,534,426	\$3,662,650	\$7,678,263	\$21,544,008
<b>*SUPPLEMENTARY BENEFIT PAID TO CLAIMANTS:</b>											
From April 1, 1953 to March 31, 1954.....	12,234,281	508,259	106,171	666,435	754,112	4,210,984	2,973,564	691,906	345,556	521,569	1,455,725
Total.....	\$186,964,560	\$5,877,167	\$1,085,149	\$9,689,701	\$9,109,764	\$66,005,479	\$51,763,197	\$8,226,332	\$4,008,206	\$8,199,832	\$22,999,733
<b>REASONS FOR REGULAR CLAIMS DISALLOWED:</b>											
Not 180 days.....	194,183	9,309	1,149	8,294	12,010	64,135	54,694	8,831	5,282	9,756	20,723
Not 60 or 45 days.....	162,548	7,230	1,614	9,177	11,489	56,491	38,203	8,239	4,757	6,795	18,553
Total.....	356,731	16,539	2,763	17,471	23,499	120,626	92,897	17,070	10,039	16,551	39,276
<b>REASONS FOR DISQUALIFICATION:</b>											
Not unemployed.....	63,822	636	179	2,724	1,022	26,035	18,980	2,625	997	2,534	8,090
Not capable of work.....	4,471	152	48	342	293	1,354	1,125	265	57	75	760
Not available for work.....	15,902	341	20	622	407	6,021	4,957	1,113	446	694	1,281
Loss of work due to labour dispute.....	4,154	—	—	72	16	695	1,829	19	29	54	1,440
Neglect of offer of work.....	10,514	68	30	523	211	4,073	3,281	401	453	416	1,058
Neglect of opportunity for work.....	1,143	3	3	112	21	284	429	69	30	49	143
Failure to carry out written direction.....	911	14	1	44	51	484	158	106	3	36	14
Non-attendance at course of instruction.....	82	—	—	6	8	38	21	5	—	—	1
Employment lost by own misconduct.....	8,866	98	39	462	304	3,514	2,784	264	92	473	836
Voluntary leaving without just cause.....	63,593	1,861	317	3,024	2,429	20,471	16,621	3,049	1,810	3,593	10,918
Inmate of prison or resident outside of Canada.....	58	—	—	5	4	17	23	2	—	—	7
Failure to lodge insurance book etc.....	15,658	754	53	207	510	4,447	5,109	892	632	823	1,908
Seasonal employment.....	4,844	273	2	207	310	3,313	672	23	13	11	20
Misrepresentation.....	6,805	117	28	203	128	4,175	1,485	142	103	162	262
Married women.....	13,157	98	36	601	449	4,287	3,864	994	347	906	1,575
Incapacitated etc. when not entitled to benefit.....	2,390	11	—	47	34	869	828	47	73	149	337
Other.....	74	—	—	2	2	—	34	—	—	—	36
Total.....	216,444	4,426	761	9,526	6,199	80,077	62,200	10,016	4,578	9,975	28,686
<b>INTERSTATE CLAIMS:</b>											
Claims filed in Canada by U.S.A. claimants	1,294	10	7	50	33	556	246	18	14	40	320
Claims filed in U.S.A. by Canadian claimants	1,236	13	2	22	27	220	367	102	17	96	370

\*The figures for benefit paid do not agree with the amounts shown on the Statement of Revenue and Expenditure because of year-end adjustments.  
 †208,556 of these claimants qualified for supplementary benefit and 56,010 later qualified for regular benefit.

**APPENDIX VI**  
**NUMBER OF "ACTIVE" CLAIMANTS ON THE LAST DAY OF EACH MONTH — 1953-1954**

Provinces	April, 1953	May	June	July	August	September	October	November	December	January 1954	February	March
Newfoundland.....	1. 8,777 2. 30 3. 1,052 4. —	4,917 79 226 —	2,974 72 — —	2,969 90 — —	2,399 79 — (7)	2,431 45 — (4)	3,147 60 — (9)	6,384 71 — (8)	11,621 93 230 (10)	16,155 95 1,103 (36)	17,124 99 2,101 (45)	15,368 109 4,006 (38)
Prince Edward Island.....	1. 1,066 2. 2 3. — 4. —	586 3 — —	514 1 — —	537 2 — —	565 4 — (1)	615 3 — (3)	837 3 — (1)	1,311 3 — (5)	2,465 96 — (9)	2,931 5 605 (13)	2,937 4 708 (35)	2,432 4 1,034 (38)
Nova Scotia.....	1. 10,680 2. 1,762 3. 79 4. —	7,480 1,286 — —	7,831 1,125 — —	7,086 1,887 — —	7,399 1,372 (22)	7,950 1,411 (49)	9,782 1,789 (51)	13,166 2,225 (101)	17,195 4,219 3,058 (116)	19,454 8,412 3,058 (190)	18,680 4,393 4,697 (224)	18,473 4,515 5,249 (195)
New Brunswick.....	1. 13,789 2. 956 3. 244 4. —	9,187 1,122 — —	6,798 1,262 — —	5,907 1,337 — —	5,658 1,182 (34)	6,190 1,225 (52)	8,237 1,082 (52)	12,827 1,422 (54)	19,427 1,720 845 (77)	21,937 1,556 3,000 (83)	20,590 1,471 5,804 (122)	20,602 1,213 7,381 (122)
Quebec.....	1. 87,757 2. 6,896 3. 2,066 4. —	56,839 7,639 130 —	47,731 8,331 — —	43,091 8,295 — —	43,032 6,194 (217)	42,348 7,677 (396)	50,527 10,945 (578)	79,814 14,811 (662)	131,612 21,080 4,816 (743)	144,004 16,131 18,303 (1,055)	150,818 13,956 26,683 (1,346)	151,804 14,150 33,070 (1,473)
Ontario.....	1. 43,198 2. 5,402 3. 103 4. —	34,192 4,706 — —	30,547 6,634 — —	30,395 7,540 — —	31,222 9,245 (163)	35,973 8,539 (332)	46,590 13,781 (412)	66,226 21,256 (488)	99,493 24,701 5,839 (632)	119,816 23,375 15,985 (833)	119,340 18,446 20,317 (971)	119,276 22,318 24,969 (1,045)
Manitoba.....	1. 9,127 2. 557 3. 184 4. —	5,851 1,002 — —	4,455 596 — —	4,290 308 — —	4,028 272 (34)	4,499 297 (40)	6,672 1,008 (47)	11,399 1,335 (96)	17,239 1,047 1,992 (116)	21,000 646 3,790 (159)	12,093 170 2,329 (226)	17,536 911 5,919 (272)
Saskatchewan.....	1. 3,487 2. 46 3. 80 4. —	1,641 36 — —	1,175 37 — —	1,123 22 — —	1,134 20 (10)	1,235 8 (15)	1,852 13 (19)	4,779 11 (25)	9,611 47 438 (46)	12,799 78 1,620 (73)	12,093 170 2,329 (98)	10,283 218 3,043 (88)
Alberta.....	1. 8,594 2. 3,404 3. 83 4. —	5,055 4,138 — —	3,360 3,411 — —	2,990 2,198 — —	2,694 2,818 (12)	3,244 2,475 (30)	4,851 1,390 (31)	10,037 1,966 (54)	16,944 1,593 969 (62)	22,772 1,972 2,494 (91)	21,071 2,301 3,253 (111)	19,522 4,116 4,076 (152)
British Columbia.....	1. 23,767 2. 1,486 3. 224 4. —	17,335 1,070 — —	14,445 935 — —	12,540 1,486 — —	13,156 1,897 (61)	14,896 1,547 (110)	21,119 953 (145)	32,573 1,733 (172)	46,756 5,955 2,714 (187)	57,241 8,907 6,704 (237)	49,462 4,598 9,530 (365)	37,703 2,211 9,515 (339)
TOTAL.....	1. 215,242 2. 20,541 3. 4,115 4. —	143,083 21,081 356 —	119,830 22,424 — —	110,938 23,165 — —	111,287 23,033 (561)	119,381 23,227 (1,031)	153,604 31,084 (1,345)	238,516 44,833 (1,665)	372,363 60,468 18,000 (1,998)	438,169 56,177 56,562 (2,820)	432,164 46,127 80,403 (3,529)	412,999 49,825 98,661 (3,757)

1.—Ordinary "Active".

2.—Short-Term and Temporary Lay-Off.

3.—Supplementary.

4.—"Sick", included in Nos. 1, 2, 3.



## APPENDIX VII

## INVESTIGATION STATISTICS FISCAL YEAR 1953-54

REGION	INVESTIGATIONS COMPLETED				
D.I.'s Reporting	Suspected False Statements	Spot Check and Misc.	Total	Average Inv's. Per D. I.	Punitive Action Disqualification 46(2)
Atlantic..... (7)	1,074	3,497	4,571	653.0	306
Quebec..... (16)	4,651	9,653	14,304	894.0	2,864
Ontario..... (13)	2,642	9,404	12,028	925.2	605
Prairie..... (8)	1,100	3,725	4,825	603.1	299
Pacific..... (6)	874	2,561	3,435	572.5	168
Totals..... (50)	10,323	28,840	39,163	783.3	4,242

## APPENDIX VIII

## LEGAL PROCEEDINGS INSTITUTED UNDER THE UNEMPLOYMENT INSURANCE ACT AND THE UNEMPLOYMENT INSURANCE COMMISSION REGULATIONS

## Fiscal Year 1953-54

Nature of Proceedings	Carried over 1952-53	Com-menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con-victions	With-drawals	Acquit-tals	Awaiting Result of Trials
Proceedings against employers for infractions of the Act and Regulations..	141	559	700	603	30	7	60
Proceedings against claimants for obtaining benefit through false statements..	187	912	1,099	881	16	3	199
Totals.....	328	1,471	1,799	1,484	46	10	259

Note: Included among the withdrawals are cases in which the accused could not be located or where subsequently reported facts indicated that prosecutions should not be proceeded with, as compliance had been obtained.











OTTAWA  
Edmond Cloutier, C.M.G., O.A., D.S.P.,  
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FOURTEENTH  
ANNUAL **REPORT**

FISCAL YEAR ENDING MARCH 31, 1955

1954/55

THE UNEMPLOYMENT INSURANCE COMMISSION  
OTTAWA, CANADA





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CANADA

## UNEMPLOYMENT INSURANCE COMMISSION

June 29, 1955

*To the Hon. Milton F. Gregg,*  
MINISTER OF LABOUR.

SIR,

We have the honour to submit herewith for the information of Parliament the fourteenth Annual Report of the Unemployment Insurance Commission covering the period from April 1, 1954, to March 31, 1955, except where otherwise indicated.

The report is prepared in compliance with Section 110 of the Unemployment Insurance Act.

Respectfully submitted,

CHIEF COMMISSIONER.

COMMISSIONER.

COMMISSIONER.

# UNEMPLOYMENT INSURANCE COMMISSION

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## ANNUAL REPORT OF ACTIVITIES FOR THE FISCAL YEAR ENDING MARCH 31, 1955

### INTRODUCTION

The fiscal year under review was a period during which the cumulative effect of economic pressures stemming from the Korean War became apparent. In essence, it was a period of readjustment.

It will be remembered that after June, 1950, there was a sharp increase in expenditures on the defence preparedness program. These led, directly and indirectly, to a marked degree of expansion throughout the economy of the country. There were few industries that were not caught up in the general buoyancy of the ensuing three years.

During those three years, the number of persons without jobs and seeking work varied between one and one-half and two and one-half per cent of the labour force, and a survey of 109 local labour markets revealed, in October 1952, that there were 24 areas having general labour shortages. These were indications that there was little surplus manpower available in the country's labour force.

However, after mid-1953, various economic factors operated to produce a reaction to this situation, and among the effects of this reaction was a noticeable decline in employment and an increase in unemployment. In the year following July, 1953, employment declined by about 80,000 and unemployment increased by approximately the same amount.

By the late autumn of 1954, the first signs of recovery from 1953 conditions began to appear. But the effects of this economic readjustment were so far-reaching that, for a time, recovery and increased unemployment seemed to go hand in hand. In the late winter months of 1955, unemployment reached a post-World War II peak and yet, at the same time, employment was also increasing.

During the period under review, Canada's unemployment insurance scheme was thoroughly tested. As noted in the insurance section of this report, an amendment to the Unemployment Insurance Act made in January, 1955, increased both the duration and amount of supplementary benefits. During the first

three months of 1955, total unemployment insurance benefit payments amounted to more than \$100,000,000.

In addition to the payment of benefits, the Commission continued to emphasize the employment side of its activities, in recognition of the fact that the real need of workers is jobs rather than benefit payments. The National Employment Service, in addition to its normal program of providing jobs for unemployed workers, continued a special campaign to combat seasonal unemployment. During the winter months when unemployment seasonally reaches its peak, the public generally was urged, through a balanced publicity program, to have work done at that time rather than wait until spring when skilled labour would be less available.

This combination of unemployment insurance benefit payments and redoubled efforts to provide work played an important part in lessening the hardships of what was the most severe period of unemployment since World War II.

The past fiscal year also provided the severest test yet of the actuarial soundness of the unemployment insurance plan. Although revenues received during the fiscal year under review were higher than ever before, expenditures increased at an even greater rate. The net result was a decline in the unemployment insurance fund of about \$40,000,000 over the year. However, since the balance in the fund on March 31, 1955, was more than \$840,000,000, the ability of the unemployment insurance plan to withstand any foreseeable demands on it seems evident.

## EMPLOYMENT

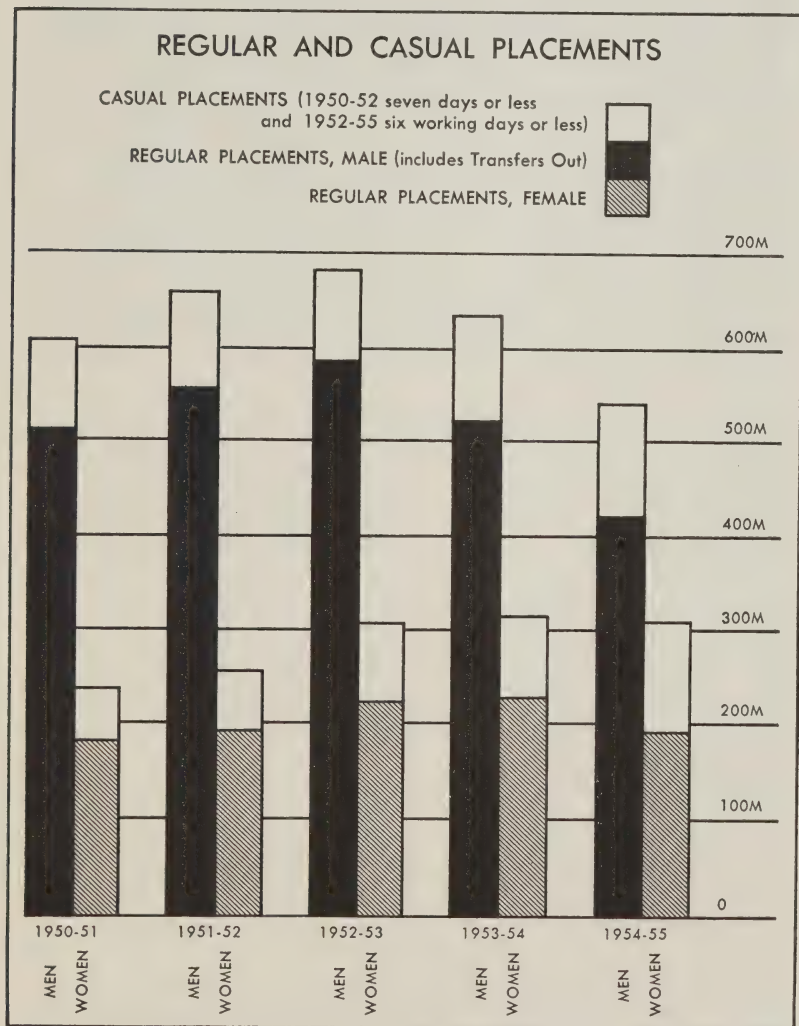
### SERVICE TO INDUSTRIES

*Primary*—Most primary industries had an adequate over-all supply of labour throughout 1954. Mining continued to expand although there were some gold-mine shutdowns. The value of mineral exports reached an all-time high and value of total production was up nine per cent over 1953. Several important new base metals and uranium finds were made in widely scattered areas from the Maritimes to the Northwest Territories. There was also continued expansion of oil and natural gas discoveries.

The supply of qualified labour was sufficient to supply the expanding needs of the industry. Turnover of workers was at a minimum, and this reduced replacement requirements. At the end of the year, the demand-supply situation was approximately in balance.



Coal mining continued to contract, particularly in Alberta and British Columbia. A number of western mines closed and most others worked short-time. The Alberta government provided a fund, administered by a Miner's Rehabilitation Committee, to assist out-of-work coal miners to find other employment and to move with their families. The National Employment Service and this Committee, working jointly, succeeded in placing 384 coal miners in other occupations and in removal of 123 families and their effects from the coal areas.



Forestry provided a relatively high level of employment in 1954 as over-all production continued to expand. Where climate

permits, an increasing number of pulp and paper companies are organizing timber cutting and hauling operations on a year-round basis. This provides greater stability in woods operations. Productivity in woods operations increased as a result of the greater use of mechanical devices and other labour saving techniques.

The farm labour situation was disturbed by weather conditions which reduced demand in Ontario during the spring and throughout the Prairies for the grain harvest. Arrivals of immigrant farm workers, particularly German nationals, were substantially reduced from the previous year. This created a shortage of farm labour in Ontario for spring seeding and in Alberta for sugar beet blocking. Ontario's deficiencies were relieved by workers recruited in the Atlantic provinces by the National Employment Service and moved to Ontario under Dominion-Provincial Agreements. In Alberta, workers were recruited from Indian reserves in the northern areas of Alberta and Saskatchewan. A deficiency of farm workers was avoided in part by a decrease in the rate of loss of workers from agriculture to other occupations and in part by a return of workers to agriculture. Well qualified workers were readily placed from early spring until after harvest. Shortages of seasonal workers were avoided by organized movements, and these are summarized below.

#### NATIONAL MOVEMENTS

Berry pickers to B.C.....	From Alberta and Northern Saskatchewan.....	169
Berry and tree fruit.....	From Vancouver, New Westminister and other areas to the fruit belt.....	520
Sugar beet blockers — Alberta.....	From Northern Alberta and Saskatchewan to Lethbridge.....	120
Sugar beet blockers—Quebec.....	From St. Georges, Que. to St. Hilaire, Que.....	364
Sugar beet harvesters—Quebec.....	From St. Georges, Que. to St. Hilaire, Que.....	90
Hay and grain harvest—Ontario....	From Maritimes, including Newfoundland.....	489
Hay and grain harvest—Ontario....	From Prairies.....	279
Grain harvest in Prairie Provinces...	From Ontario.....	522
	From Quebec.....	110
Potato picking in P.E.I.....	From Nova Scotia and New Brunswick.....	650
Potato picking in N.B.....	From points in New Brunswick to Woodstock, N.B.....	600
Apple picking in N.S.....	From points in Nova Scotia to Kentville, N.S.....	100

#### INTERNATIONAL MOVEMENTS

Tobacco curers to Ontario.....	From U.S.A.....	1,766
Tobacco curers to Quebec.....	From U.S.A.....	58
Potato planting in Maine.....	From N.B.....	60

Potato pickers to Maine.....	From Quebec.....	3,674
Potato pickers to Maine.....	From N.B.....	2,200
Bean picking in Maine.....	Day haul from N.B.....	1,075
Potato picking and other harvesting in New York State.....	From Quebec.....	35
Apple picking in New York State...	From Quebec.....	85

In addition to the organized movements, large numbers of workers were recruited locally for agriculture. Special facilities were organized to provide day labour for market gardeners surrounding the large metropolitan areas of Vancouver, New Westminster, Toronto, and Montreal.

In 1954 the National Employment Service recorded 93,976 farm placements as compared to 79,000 in 1953.

*Manufacturing*—Manufacturing activity was at a lower level during the greater part of the year in the automotive field, in the production of household electrical and other equipment, and in the agricultural implement industry. This reduction in activity was caused mainly by lower demand from abroad for Canadian manufactured goods, heavy inventory of farm machinery, continued difficulty in textiles, and a lengthy strike in the automotive industry.

These conditions resulted in many workers being either out of work or on short time. National Employment Service officers were able to assist many of these workers, some in finding seasonal work and others in re-establishing themselves in their own occupations, either locally or elsewhere.

The services of the NES were promptly offered to more than 100 new companies which entered the manufacturing field during the year. In addition, over 400 companies expanded their facilities through the acquisition of additional manufacturing space; here, also, NES offices were of assistance in referring and placing additional workers. Plant expansion was spread over most of the manufacturing field with chemical and electrical goods (including television) showing the greatest development.

Demand for highly skilled workers was steady throughout the year, and, where applicants were not available locally, orders were cleared to other offices through our nation-wide clearance system. In many cases, suitable applicants could not be found in Canada, and here requests were cleared to the United Kingdom with satisfactory results in many instances.

Total placements in manufacturing occupations by the various Commission offices across Canada numbered 164,979. The bulk of these were in Ontario and Quebec where industry is highly concentrated, there being 68,650 in Ontario, 50,001 in Quebec, 8,058 in the Atlantic, 18,381 in the Prairie, and 19,889 in the Pacific regions.

*Construction*—Production in the construction industry reached an all-time high in Canada. In this field, the NES referred thousands of workers through their offices to meet the demand.

Most of the large developments under construction during recent years were completed. For example, the great aluminum development at Kemano-Kitimat-Alcan was producing power early in the fiscal year, thereby terminating the construction program. In like manner, the Labrador iron ore development began shipping iron ore at the opening of the season in 1954.

On the other hand, a start was made on the Gagetown Army Camp near Fredericton, N.B., and a large number of workers were in demand. A branch office of the NES was opened on the location and serviced all contractors involved.

The Commission designed plans to facilitate the supply of sufficient and suitable labour to meet the needs of contractors engaged in the construction of the St. Lawrence Seaway and Power Projects and the plans were approved by the Seaway Authority and the Ontario Hydro-Electric Power Commission. In this connection, liaison has been established through the Cornwall local office which has been designated as a central office for these operations.

During the summer months of 1954, the pipe-line construction program necessitated importation of some experienced workmen from the U.S.A. To meet other anticipated demands in this field, a review was made of available workers, with particular reference to those whose skills could be used in the specialized form of welding required in this operation. The review indicated that the number of workers was inadequate and as a result courses of training were started at several key points to meet anticipated demands early in 1955.

*Transportation*—The railroads reduced their requisitions for workers; in fact, in many branches, there was a considerable reduction in the labour force. No particular shortage existed in air transportation as the number of mechanics and pilots continued to exceed the demand.

*Trade*—Generally speaking, the wholesale and retail trades had a good year, although business did fluctuate to a considerable extent. The net result was a reduced over-all demand for permanent sales personnel, but an increased demand for casual workers.

In some areas, expanded retail outlets were completely staffed with workers referred by local offices of the NES. This required close co-operation between various local offices, particularly in the case of certain managerial and office staff requirements which could not be filled locally.



*Finance, Insurance and Real Estate*—A good demand for clerical workers in these fields was maintained and the services of the NES were used extensively to obtain such workers.

*Services*—The service industries maintained a high level of employment, with very little difficulty being experienced in supplying employers with suitable help.

The NES continued to work closely with other government departments on problems of recruiting. Two outstanding examples are worthy of mention: the Post Office Department continued to utilize the employment service on a national scale to recruit their extra Christmas help; the Department of National Defence hired their prevailing rate employees through local offices.

### SPECIAL SERVICES

*Special Placements*—The special placements section deals with applicants who experience difficulty in obtaining or retaining employment because of physical or mental handicap, young men and women entering the employment market for the first time, and others who need special guidance or assistance before being successfully placed. This latter group includes those who are meeting resistance in finding work because of age and those recently released from penal institutions.

This service involves the study of medical, educational, and employment background to determine the most suitable employment classification and the responsibility on the part of special placements officers to assist employers to become aware of the abilities of handicapped workers in terms of job requirements. In many cases, follow-up is necessary after placement.

A great deal of emphasis, during the past year, was placed on additional training of the staff selected to perform this specialized placement work. Last spring, a course in rehabilitation was provided by the Commission for a number of key special placements personnel at the University of Western Ontario. As a result of this course, training studies have been prepared and these will be included in the special placements staff training program in all regions next year. The staff has been increased where necessary in order to meet present and anticipated needs.

In some of the larger local offices, test units have been introduced to assist in properly assessing the aptitudes of applicants.

*Placement of Handicapped Persons*—During the calendar year 1954, 13,777 jobs were found for handicapped persons. Of this total, 9,506 were men and 4,271 were women. In addition, a total of 154,904 counselling interviews were held by special placements officers during 1954.

*Co-operation With Outside Agencies*—Satisfactory working relations were maintained with other government departments, both federal and provincial, national associations and agencies representing the handicapped, welfare organizations, employer and employee organizations, and others.

Close co-operation was maintained with the National Co-ordinator of Civilian Rehabilitation and with Provincial Co-ordinators as they were appointed. Efforts to assist in the organization of provincial and community committees interested in the problems of rehabilitation were highly satisfactory. Relations with the Penitentiary Commission and the Remission Service in the placement of ex-prisoners were effective.

*Publicity*—In several of the larger centres "Employ the Handicapped Weeks" were organized. The success of this feature in Montreal and Windsor demonstrated the value of the community effort. In certain centres, "Councils for the Guidance of the Handicapped" functioned successfully and were of great help to the special placements program in those areas.

The special placements section assisted in the production of a special film entitled "Everybody's Handicapped". This film dealt with the placement of handicapped persons as performed by the special placements staff of the NES. Exhibitions of this film across Canada were sponsored by the UIC with the close support of the National Film Board. Regional or local office officials were present at each showing to introduce the film and to speak of the work of the special placements section.

"Everybody's Handicapped" was widely accepted. Over 1,000 showings were made to a total audience in excess of 60,000 during the first six months. No other single effort has, to date, been so successful in interpreting the work of the special placements program to the public.

*Youth Placement*—The special placements section has a particular responsibility for placing school graduates and those who leave school before graduating. Close liaison was maintained with school authorities in this work and it is encouraging to note the increased co-operation between schools, organized labour, employers, and the NES on behalf of this group.

*Referral to Vocational Training*—Close relationship continued with the Canadian Vocational Training representatives and provincial educational authorities for the provision of courses under the Federal-Provincial Vocational Training Agreements.

During the year, a large number of unemployed men and women, some of whom were handicapped persons, were referred to vocational training courses. Those in receipt of unemployment insurance benefit, for whom training is considered necessary, continue to receive their benefit while in attendance at these

courses. Training schemes, undertaken in some areas where there is a large surplus of workers because of industrial shutdown, were relatively successful.

A new training scheme, designated as Schedule "R", 'Rehabilitation Training for Handicapped Persons', was introduced during the year and is now being employed in many of the provinces. Regional and local office special placements personnel are performing a key advisory role in connection with the selection of handicapped persons suitable for training under this schedule.

#### EXECUTIVE AND PROFESSIONAL

Some slight shortages of executive and professional workers were encountered, especially in the electronics and aircraft industries and in some crown companies. Recruiting in the United Kingdom through the Department of Labour office in London filled practically all such vacancies.

The placement of university graduates in permanent employment and undergraduates in summer jobs was, as usual, an important part of the work. Before the end of the summer, all 1954 graduates were placed but some difficulty was encountered in finding enough summer jobs for the undergraduates. The work on behalf of 1955 graduates was well under way at the end of the fiscal year. The number of openings already listed indicate that all will be placed successfully. There may even be shortages in some categories. The situation for undergraduates at that time was not clear but more openings were available than at the same time the year before.

Liaison and co-operation with professional societies were continued. Publicity was obtained through the press and on radio programs. A representative of the Commission attended the annual meetings of the Chemical Institute of Canada, the National Conference of Canadian Universities, and the University Counselling and Placement Association.

Experts for the Colombo Plan were not in as great demand as in former years, but some assistance was provided in this work, as well as to the United Nations Technical Assistance Administration. Two successful recruiting campaigns for staff at the United Nations in New York were also conducted.

#### VETERANS' PLACEMENTS

During the past year there was considerable revision of legislation in regard to veterans' benefits, such as the Veterans' Benefit Act, 1954. These changes brought about a substantial increase in enquiries from veterans. Where there is no DVA district office, the NES is the first point of contact for the veteran, and consequently at these points there was a considerable increase in work for our veterans' officers.



The work on behalf of older veterans and those with problems has proceeded, helped by the co-operation of the Department of Veterans' Affairs and the Canadian Corps of Commissionaires. Wherever the number of cases justified it, periodic meetings were held with representatives of DVA and the Canadian Legion to consider such cases. Many veterans have had their problems solved or materially alleviated as a result of the studies made at these meetings and resultant action.

Notwithstanding a lower level of business activity compared to previous post-war years, the placements of veterans held up remarkably well throughout the whole year. During the calendar year 1954, unplaced veterans only averaged 13.7 per cent of the unplaced males, which was slightly below the average for 1953. This proportion is definite proof that veterans' preference is being observed at NES offices, and by Canadian employers.

### WOMEN AND THEIR EMPLOYMENT

Wage-earning women and their employment are the responsibility of the women's division. While the actual placement of women applicants is dealt with by women officers in each local employment office, the work of the division is carried on also at regional and head office levels. Women officials at head office and in each regional office are responsible for meeting the special problems of women's employment by suggesting suitable policies and procedures, the formulation and development of which are included in the functions of the women's division.

Through the division and its officials, contacts are maintained with women's organizations and other groups interested in the employment of women. Such organizations and groups may obtain data on employment and working conditions affecting women, and from time to time women officials at all three levels attend the meetings of organized women's groups as representatives of the UIC.

Among the many topics discussed was that of the older woman worker. Throughout the year the Co-ordinator of Women's Employment attended the meetings of the Sub-Committee on Older Workers of the National Advisory Council on Manpower and contributed, as UIC representative, various data and reports on the subject of age, based on the operations of the NES.

Many individual problems of women workers throughout Canada received the personal attention of the co-ordinators of women's employment at Ottawa and in each of the five regions.

Many enquiries were received from women workers, both from Canada and other countries, seeking information on employment opportunities in various parts of the country. Appropriate information concerning jobs for women, working and living conditions, and other relevant facts were, when necessary, included in each reply.



Nurses, physiotherapists, dietitians and other professional personnel were obtained by Canadian hospitals through the clearance system of the NES. Two hundred and forty eight nurses and nurse-aides from the United Kingdom were placed in hospitals throughout Canada during the fiscal year after efforts had been made to locate suitable applicants in Canada.

Since adequate information about legislation, registration and working conditions concerning nurses was not readily available, relevant data was prepared by the Co-ordinator of Women's Employment and published in pamphlet form under the title *The Nursing Profession in Canada*. This publication was distributed to all offices of the Commission as well as to nursing authorities and interested government departments.

There was a continued shortage of domestic workers, both for private homes and institutions, particularly where the worker was required to "live in". Some of these vacancies, not readily acceptable to most Canadian women workers, were filled by women immigrants.

During the fiscal year, reference material prepared by the Co-ordinator of Women's Employment entitled *Womanpower* was published in the *Labour Gazette* in four monthly instalments. Each instalment contained selected information concerning Canada's female labour force and the status of Canadian women as workers. Numerous requests were received for additional copies and all issues of the *Labour Gazette* containing the instalments of *Womanpower* were distributed to a wide range of women executives, representatives of women's organizations, and others interested in the status of wage-earning women.

#### ANALYSIS AND DEVELOPMENT DIVISION

The analysis and development division continued its efforts to develop and improve employment office procedures and techniques used in field offices. Many improvements arose from suggestions made by field office personnel, many were brought about to meet changing conditions and the assumption of new responsibilities, while others were those normally associated with the long term development of an employment service intent on rendering better service to the public. The demand for labour market information again increased from previous years, and several important new projects were undertaken. As a result of considerable inter-departmental committee work, several surveys were conducted with the idea of improving the significance of applicant statistics to numbers unemployed. An important development took place in identifying occupations not listed in the Dictionary of Occupational Titles and in providing descriptions of such occupations to U.S. authorities for their incorporation in supplements issued from time to time.

*Labour Market Information*—The higher level of unemployment during the year accounted for an increasing number of requests, both from within the Commission and from government departments, for specific labour market information, particularly in connection with "labour surplus" areas. Area analyses of selected areas were prepared, with emphasis being placed on the seasonal or non-seasonal nature of the unemployment situation. Other reports were designed to indicate current and future industrial development in areas, the impact of non-seasonal unemployment on various occupational groups, and the seasonality of employment in selected areas.

Several reports for the information of senior government officials were initiated during the year. With a view to bringing "area" unemployment under continuous appraisal, a report was prepared monthly on current and prospective employment conditions in "labour surplus" areas. Supplementing these reports, a series of "advance weekly" statements on regional trends of unemployed applicants was introduced. Several comprehensive reviews of supply and demand in the labour market were prepared for presentation to the National Employment Committee.

To enable local and regional offices to improve the quality of labour market summaries, assistance was given in developing a staff training course on this aspect of the work. A series of tabular data were distributed to regional offices on employment and wages in major industries in each province.

The division continued to provide statistics and reports to other government departments on labour demand and supply, including reports on lay-offs and industrial disputes.

*Employment Practices and Procedures*—A number of amendments to current procedural instructions to local offices were introduced with the object of improving both the regular operations and the special services provided for particular classes of workers. Special procedures were also developed in reference to labour supply service for large construction projects such as those at the Gagetown, N.B., military camp and the St. Lawrence Seaway and Power Projects. Several of the adopted procedures followed trial operations carried out in field offices, sometimes over lengthy periods.

Over 300 inspection and other reports, made following visits and examination of local office operations, were reviewed in evaluating the adequacy of current instructional material. Some 50 of the forms in use in the employment service operations of Commission offices were reviewed as necessity for reprint arose. Improvements were effected in numerous instances. New forms were also developed and put into regular use in applicant service activities.

In connection with the Suggestion Award Plan, upwards of 150 suggestions in reference to various phases of employment

service operations were investigated and reports prepared. Operating improvements resulted from some of these.

Effort was continued toward rendering the unplaced applicant statistics, which arise from local office operation, as fully representative as possible of unemployed persons who are immediately available for employment. To this end, instructions were amended to effect exclusion from these figures of an additional class of workers—those in stevedoring occupations who at certain times have some job attachment while they are registered for employment at local offices.

Experimental operations, also intended to improve the usefulness of unplaced applicant statistics as an indicator of unemployment, were conducted in one local office. These operations had to do with a new method of accumulating figures on unplaced applicants. While the experiment was in the nature of an exploratory study of the problem, results obtained indicate some possibility of further refinement of the data produced from unplaced applicant counts. Further experiment will be required, however, before the feasibility of the new method can be fully assessed.

*Canadian Supplement to U.S. Dictionary of Occupational Titles*—With the adoption of the system of classified occupations, based on the *U.S. Dictionary of Occupational Titles*, it became necessary to devise means of embodying in the classification peculiarly Canadian occupations which are not yet included in the dictionary. To this end, a procedure has been developed whereby local offices of the Unemployment Insurance Commission report the discovery of such occupations and submit complete descriptions and other necessary details. The Commission allots a temporary code number and forwards all particulars of the occupation to the U.S. Employment Service Occupational Code authorities. These authorities insert the occupations in their relative positions in the classification structure of the dictionary and assign final codes. The descriptions of all new occupations thus classified are printed and distributed to all the Commission's offices and constitute what is termed the "*Canadian Supplement to Dictionary of Occupational Titles*". Eventually such occupations will be incorporated in revised editions of the dictionary, making this valuable employment aid that much more useful to Canadian users.

*Local Office Area Descriptions*—The work of bringing local office area descriptions up to date was continued throughout the year. Although designed primarily for the Commission's use, a number of other government departments and agencies make use of the information they contain and have been placed on the circulation list.

*Semi-Annual Report of Hirings and Separations*—Two major surveys of the 54,000 largest business establishments in Canada are conducted each year by the analysis and development



division. These surveys, initiated at the end of August and the end of February, gather information on employers' monthly hirings, separations and numbers of workers on payroll.

The reports are processed at head office and copies are then supplied to the respective local offices. These provide the local offices with valuable information on seasonal fluctuations in employment and the monthly volume of hirings and separations taking place in their areas. This information is of considerable assistance to local offices in planning operations to take care of periodic changes in office work loads. These vary from periods of heavy loads of unplaced applicants, to periods of heavy demands for workers by employers. In addition, because the reports offer a means of comparing local office placements against employers' hirings, they make possible the assessment of local office operations in terms of employment effectiveness.

Copies of the reports are also supplied to the Dominion Bureau of Statistics for tabulation. From the tabulated results, numerous detailed summaries—by sex, by industry, and by geographical area—are prepared. These provide head office and regional offices with basic information for determining employer acceptance of local office employment facilities; establishing seasonal trends in employment; and measuring local office employment performance. The data also make possible the compilation of average rates of labour turnover—the only source of such information.

A schedule of separation rates—broken down by industry and regional area—is supplied each six months to the large firms submitting reports. These enable individual employers to compare their own separation rates with those of their industry as a whole. Hiring rates are also compiled, and are given to employers on request.

#### GENERAL

*Service to Immigrants*—The interdepartmental arrangement, under which a percentage of certain classifications of immigrant workers are placed in pre-arranged employment by the NES immediately following their arrival in Canada, continued to operate during the fiscal year under review. As a result, the NES assumed full responsibility for the care of the following classifications and numbers of immigrants, pending their placement in employment.

Farm Workers.....	374
* Sugar Beet Workers...	466
Domestic Workers.....	1,887
General Labourers.....	228

\*includes some dependents.

Although these figures are considerably lower than the corresponding figures for the previous fiscal year, the frequency with



which groups arrived was about the same, if not greater. Consequently, the time spent by UIC officers responsible for reception and inland transportation of immigrants was not reduced proportionately.

The immigrants described above were met at ports of arrival by UIC officers who arranged for inland transportation according to a pre-arranged plan.

The Commission takes pride in reporting that, over the past six years, hardly any of the thousands of immigrants assisted experienced difficulties resulting from neglect or error on the part of its officials.

The reception, transportation, and initial placement of immigrants is a tangible contribution to Canada's immigration program. What is not so apparent, or so easy to assess, is the everyday service rendered to immigrants by the Commission's offices all across Canada. This service is often of a kind not usually associated with the operation of an employment service and involves close liaison with officials of the Department of Citizenship and Immigration, provincial and civic governments, welfare organizations, and church groups. During the year, many immigrants not included in the special groups referred to previously sought the assistance of the NES in finding employment. While such applications for employment were dealt with in the same way as applications from non-immigrants, it was sometimes necessary to provide more information and advice regarding jobs available and the employment situation than would normally be the case. In addition, information of a more general nature was sought by immigrants and this was provided whenever possible. Many immigrants who are indebted to the Government of Canada for transportation advanced made their payments through the NES offices or consulted NES officials in regard to their payments.

Enquiries were received from employers who needed skilled or specialized workers from abroad. These enquiries were either referred to the Department of Citizenship and Immigration or were dealt with through NES clearance operations with the Department of Labour office in London, England.

*Great Lakes Seamen's Security Regulations*—The Commission's officers continued to perform the administrative functions connected with these regulations. The number of applications handled during the fiscal year totalled 3,233 as compared with 5,292 for the previous fiscal year. These figures do not include replacements covering the loss of cards by individual seamen. The bulk of the work was performed at the head office of the Commission and the local offices situated on the shores of the Great Lakes and along the St. Lawrence River, although some applications were processed and many cards were delivered through offices in other parts of Canada.

*Transportation of Canadian Workers*—Exclusive of the movement of workers in agriculture referred to elsewhere in this report, transportation was provided on behalf of employers to about 600 Canadian workers going to distant employment. The cost of such transportation amounted to \$45,000, all of which is recoverable from the employers concerned. A few workers took advantage of the provision for assistance in moving from areas of surplus labour to employment elsewhere.

### EMPLOYMENT COMMITTEES

The National Employment Committee is a laymen's committee consisting of national representatives of labour, employers, women, veterans, agriculture, welfare, and retailers. It serves in an advisory capacity to the UIC. In addition, there are five Regional Employment Committees and 61 Local Employment Committees, all with similar structures and functions.

During 1954, there were three regular meetings and one special meeting of the National Employment Committee all of which, with the exception of one in Montreal, were held in Ottawa. At these meetings, considerable attention was devoted to a study of possible remedies for seasonal unemployment in Canada which "is not merely the result of climatic conditions, but reflects employers' and consumers' habits as well".

The report of the National Employment Committee "Seasonal Unemployment Examined", was the starting point of a program which has reached into all sections of Canada. Local Employment Committees in communities where seasonal conditions are causing unemployment were requested to look into the seasonality problem as it existed in their area and see how it could best be attacked. This is a problem which must be largely solved by the individual communities on their own initiative. Local Employment Committees have held regular monthly meetings to explore the situation and deal with other aspects of employment, such as vocational training and placement of older workers and handicapped persons. A number have conducted "Winter Job Campaigns" with considerable success.

The Commission is very gratified with the many accomplishments of employment committees in their attempts to develop community action in this way.

While it would be impossible to cover in this report all the steps that are being taken to cope with seasonal unemployment, there is ample evidence to show that employment committees are actively supporting the program and searching for realistic answers and practical ways of stabilizing local employment. In fact, the efforts of all representative groups in these communities are being harnessed to achieve the best possible results.

In addition to dealing with seasonal unemployment, the National Employment Committee has a special sub-committee dealing with immigration and the part the NES should play, and one dealing with area unemployment. In connection with the latter the sub-committee study will combine an examination of employment conditions in certain areas, with research into one or more of the depressed industries in such areas.

*Ad Hoc Committees*—Early in the winter of 1954, managers of local offices in areas where no local office advisory committee was operating were requested to organize ad hoc committees to consider all aspects of seasonal unemployment in the locality. The composition of these committees was to follow much the same pattern as that set for the regular employment committees but in practice it has been enlarged and the majority of the committees have added representation from civic government, the press or radio, local contractors, and large employers of labour.

In most areas, the response has been extremely gratifying and has resulted in a widespread interest in the problem of seasonal unemployment. In some cases, positive action on the local level has been possible and a number of useful suggestions have been made. The work of these committees is continuing, and is being supported by the employment branches of the Commission's regional offices and head office with encouragement and advice. The formation of these committees coincided with a series of radio broadcasts on the subject of seasonal unemployment in which managers of the Commission's offices in all provinces took part.

## UNEMPLOYMENT INSURANCE

### CLAIMS FOR BENEFITS

Claims for benefit continued at a higher level during the first half of the fiscal year than in the corresponding period of the previous fiscal year. Then, throughout October, November, and December the number of claims filed levelled off to a rate similar to that existing during the same months of the previous year. However, in January the number of claims increased and continued at a higher level for the remainder of the fiscal year.

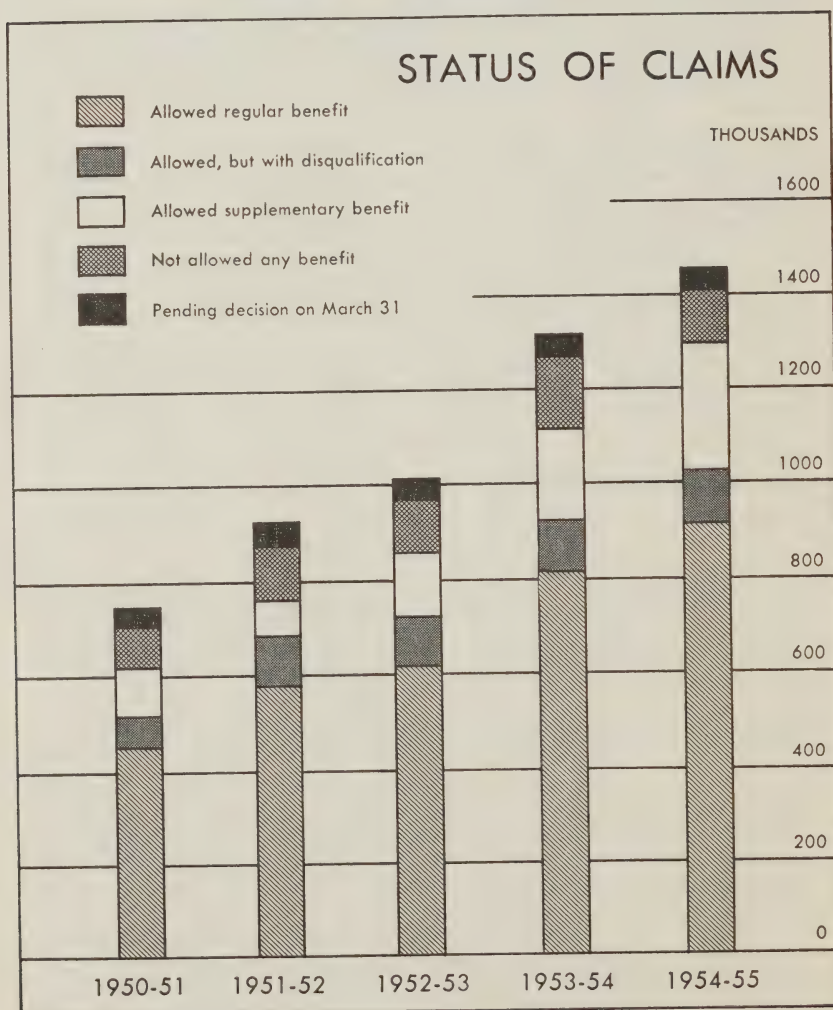
With few exceptions, local offices were able to give prompt service to claimants. Out of every 1,000 claims received between October 1, 1954 and March 31, 1955, 945 were ready for payment on due date, 50 were delayed one week, and only five were delayed longer than a week.

An amendment to the Act increasing the minimum duration of supplementary benefit created a heavier volume of work at local offices. In order to avoid congestion, arrangements were made at some local offices to pay continuing claimants every two



weeks instead of weekly. This innovation, which was only effective after a claimant had received at least one week of full benefit, alleviated the pressure on local office staffs and permitted them to deal promptly and efficiently with new claimants. In most instances, it was also welcomed by continuing claimants who received prompt attention when they reported to the office.

A total of 1,409,396 initial claims were received during the year, an increase of 127,613 over the previous fiscal year. There were 884,108 claims allowed with no disqualifications and 93,706 allowed with disqualifications for varying periods. Of the remainder, 268,458 who were unable to qualify for regular benefit were allowed supplementary benefit, 259,200 with no disqualifica-





tions and 9,258 with disqualifications for varying periods; 172,134 failed to qualify for either regular or supplementary benefit in the first instance, but of these 64,949 subsequently proved entitlement. There were 41,706 claims pending at the end of the fiscal year as compared to 50,716 a year earlier.

The preceeding comparative table shows the initial claims in relation to previous years.

A total of \$257,797,688 was paid in benefit during the year. Of this amount, \$232,924,254 was for regular benefit and \$24,873,434 for supplementary benefit. There were 440,586 claimants who did not qualify for regular benefit as they did not have the necessary 180 contributions in the two years prior to the claim or did not have 60 of those in the previous year or 45 in the previous six months.

Altogether, 222,335 disqualifications were imposed during the year on claims which were allowed. These disqualifications were imposed either at the time the claim was made or during the life of the claim. The reasons for these disqualifications were as follows: 63,128 claimants left their employment voluntarily without just cause; 49,932 claimants received additional money over and above their regular wages at the time of separation and were considered not unemployed for the days represented by this additional money; 29,741 claimants were unable to prove capability and availability for work; 17,128 claimants were disqualified for failure to produce their insurance books at the time of Filing their claim.

The main reasons for the remaining disqualifications were claimants neglecting an offer of work, losing their employment by reason of their own misconduct, or inability to meet additional conditions for the receipt of benefit which apply to certain classes of insured persons.

The average rate of benefit paid to claimants was \$3.15, an increase of \$0.05 over the previous year. The rate for supplementary benefit was increased and placed on a par with the rate paid for regular benefit. An average of 65 days of benefit was paid to each claimant, an increase of seven days over the previous year.

There were 11,677 claimants who did not agree with the decisions issued by insurance officers and appealed to courts of referees. Of these, 1,986 appeals were allowed by the courts, and the decisions of the insurance officers were upheld on the remainder. The following table shows the details:—

APPEALS AND REFERENCES TO COURTS OF REFEREES  
AND APPEALS TO THE UMPIRE  
DURING THE FISCAL YEAR 1954-55

COURTS OF REFEREES—

Pending 31 March, 1954.....	422
Received during the year from claimants.....	11,626
Referrals by Ins. Officers—Interstate, etc.....	51
Total.....	12,099

Appeals by Claimants—Allowed . . . . .	1,959	
—Disallowed . . . . .	9,463	
References by Ins. Officers—Allowed . . . . .	27	
—Disallowed . . . . .	26	
Total heard . . . . .	11,475	
Withdrawn . . . . .	229	
Pending on 31 March, 1955 . . . . .	395	
Total . . . . .		12,099

The Umpire disposed of 117 appeals during the year. These appeals were made by claimants, associations, and insurance officers from decisions issued by courts of referees. The following table shows details of how these appeals were decided:—

#### APPEALS TO UMPIRE—

Pending 31 March, 1954 . . . . .	31	
Appeals by Claimants during the year . . . . .	56	
Appeals by Associations during the year . . . . .	9	
Appeals by Ins. Officers during the year . . . . .	56	
Total . . . . .		152
Appeals by Claimants—Upheld . . . . .	12	
—Not Upheld . . . . .	42	
Appeals by Associations—Upheld . . . . .	1	
—Not Upheld . . . . .	7	
Appeals by Ins. Officers—Upheld . . . . .	35	
—Not Upheld . . . . .	12	
Withdrawn . . . . .	6	
Referred back to courts of referees . . . . .	2	
Pending 31 March, 1955 . . . . .	35	
Total . . . . .		152

#### AMENDMENTS TO THE ACT

Effective January 10, 1955, Parliament passed a Bill amending the Unemployment Insurance Act with regard to supplementary benefit. The amendment had the effect of increasing the amount of benefit to be paid to claimants and extending the minimum period during which claimants can receive such benefit.

The supplementary benefit scheme, which first came into operation in February 1950, was designed to protect two classes of workers. One class consists of those who had previously qualified for regular benefit but whose benefit period had ended before the winter and who did not have enough insurable employment to requalify. If such a person's benefit year terminated subsequent to the previous March 31, he can qualify for supplementary benefit during the next winter.

The other class includes persons who have recently entered insurable employment and who become unemployed during the winter months before they have enough credits to qualify for

ordinary benefit. However, they must have been employed in insurable employment for at least 90 days since the previous March 31.

The period during which a person can draw supplementary benefit is limited to approximately the 15 weeks between January 1 and April 15.

The length of time a person may draw benefit was extended. The previous winter, unemployed persons in class 1 mentioned above drew supplementary benefit for an average of 35 days and those in class 2 for 18 days. The new Bill has raised the minimum entitlement to 60 days or 10 weeks for everyone who qualifies.

#### RECIPROCAL RELATIONS WITH THE UNITED STATES

In 1942, reciprocal arrangements were made between the governments of Canada and the United States to preserve the benefit rights of insured persons who change their place of residence from one country to another. For instance, a person who has accumulated benefit rights in Canada, then moves to the United States, may use the facilities of a United States unemployment compensation office to file a claim against Canada.

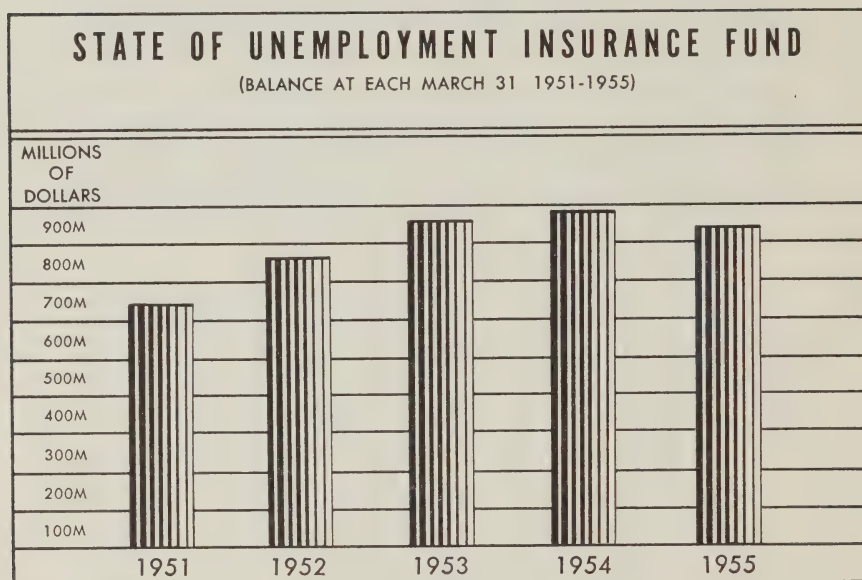
Since the agreement came into effect, statistics show that there is a growing tendency towards equality in the number of claims filed in each country. For the year under review, the total number of claims filed in Canada against the reciprocating states was 1,757 and the number of claims received by the Commission from persons residing in the United States was 1,454.

The agreement is also designed to eliminate duplicate coverage of persons working during the same period of employment in both countries. In 1954, with contracts for construction work on the St. Lawrence Seaway and Power Projects about to be let, it was foreseen that both Canadian and American workers would be employed by Canadian and American employers on both sides of the international boundary. It was considered desirable on this project to insure United States workers under the New York State law and Canadians under the Canadian Act. After consultation with the New York State unemployment compensation authority, it was agreed that, without a further exchange of notes between the governments of Canada and the United States, the desired effect could be reached under the terms of the reciprocal agreement.

#### UNEMPLOYMENT INSURANCE FUND

For the first time since the Unemployment Insurance Act became operative, revenue received by the unemployment insurance fund was exceeded by expenditure. Revenue from all sources during the fiscal year amounted to \$217,046,829.65 while expenditures were \$257,628,646.22. The balance in the fund at

March 31, 1955 was \$840,692,316.77 as compared to \$881,274,133.34 at the end of the previous year. The decrease amounted to \$40,581,816.57.



Except for the amount kept in cash for paying benefit, the entire fund is invested in obligations of or guaranteed by the Government of Canada, mainly long-term securities. The book value of the investment securities on March 31, 1955 was \$832,693,621.39 and the par value was \$840,448,000.00. The average yield of investments was 3.00 per cent per annum for the past fiscal year. Investment transactions may be made only on the authority of an investment committee of three, including the Governor or Deputy Governor of the Bank of Canada, and two persons nominated respectively by the Minister of Labour and the Minister of Finance.

During the year under review, the number of unemployed was greater than in any other post-war year. Consequently, the unemployment insurance fund was subjected to a greater strain than at any time since the Unemployment Insurance Act became operative. In six of the twelve months (December to April, inclusive) expenditures were in excess of revenues. The total amount paid out in supplementary benefits was \$24,870,838.12, slightly more than double the amount paid in the previous year. Part of this increase can, of course, be attributed to new legislation which extended the minimum period during which supplementary benefits can be paid and also increased the rate of benefit (see section on amendments to the Act).



Since the Act is designed to take care of the bad years as well as the good, it is felt that there need be no pessimism in regard to the deficit to the fund over the past fiscal year. It is, after all, a factor that was taken into account when the basic plan of the fund was laid out on sound insurance principles. As long ago as July, 1949, the Unemployment Insurance Advisory Committee in commenting on the adequacy or otherwise of the fund said: "It was to be expected that in the period of high employment, which has persisted since the inauguration of unemployment insurance, a large fund should be accumulated. It is, nevertheless, a matter of gratification that there has been an opportunity to build up such substantial reserves to meet future liabilities in periods when employment may not be so buoyant as in the years since 1941."

#### COVERAGE DIVISION

The primary function of the coverage division is to determine the insurability of persons when any degree of doubt exists as to whether they are employed under a contract of service, and, if so, whether they are in an industry or occupation coming within the scope of the unemployment insurance plan. Many coverage rulings are given by field offices because of their close relationship with the public, but all rulings are reviewed by the head office coverage staff to ensure correctness and to maintain consistency throughout the country.

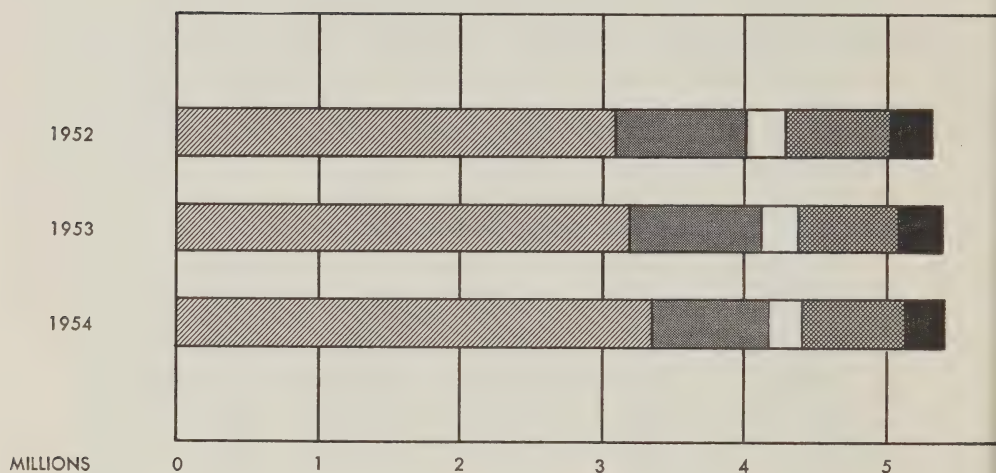
During the year, the Commission's field offices throughout Canada answered by letter over 8,700 enquiries about coverage from employers and other interested persons. In addition to those given by field offices, approximately 3,500 rulings were issued by the coverage division at head office on questions of insurability referred by local offices and district audit offices, or received directly from the public.

When an employer or employee is dissatisfied with an opinion given by the coverage division, he is entitled to ask for a formal decision of the Commission in accordance with Section 47 of the Act. During the year, 12 such decisions were given. Any person aggrieved by a decision of the Commission on a question of insurability has a further right of appeal to the Umpire, whose decision is final. The Umpire gave a decision in three appeals of this nature during the year under review.

In August, 1954, it was estimated that the Canadian civilian labour force totalled 5,569,000, of whom 4,205,000 were reported as wage earners. The balance, 1,364,000, was made up of 739,000 own-account workers, 290,000 unpaid family workers and 335,000 employers. Approximately 3,206,000 or 76 per cent of the 4,205,000 wage-earners were insured persons and 999,000 wage earners were engaged in non-insurable employments. These included 188,000 engaged in agriculture, horticulture, and forestry; 115,000 in hospitals and charitable institutions; 197,000

## CANADIAN CIVILIAN LABOUR FORCE

Annual average, fiscal year ending  
March 31, 1952-1954



	1952	%	1953	%	1954	%
Insured wage-earners	3,115	58.4	3,193	59.2	3,300	60.6
Non-insured wage-earners	911	17.1	933	17.3	886	16.2
Total wage-earners	4,026	75.5	4,126	76.5	4,186	76.8
Unpaid family workers	282	5.3	246	4.6	238	4.4
Own-account workers	719	13.4	723	13.4	727	13.3
Employers	308	5.8	297	5.5	298	5.5
Total Civilian Labour Force	5,335	100.0	5,392	100.0	5,449	100.0

Source: Dominion Bureau of Statistics.

Figures for 1952 and 1953 are each based on the average of four quarterly surveys; those for 1954 on the average of twelve monthly surveys.

permanent federal, provincial, and municipal employees; 72,000 private domestic servants; 61,000 salaried employees earning over \$4,800 a year; 25,000 nurses; 20,000 insurance and real estate salesmen; 108,000 teachers; and 7,000 engaged in fishing. Other persons numbering 206,000 were engaged in miscellaneous employments such as hunting and trapping or professional sport or were part-time or seasonal workers.

The Commission continued to study the possibilities of bringing paid workers in agriculture and fishermen within the scope of the Act. With regard to agriculture, information was obtained from 12 other countries as to the application of various insurance or assistance schemes to this class of worker. In the case of fishermen, a further survey was made covering that part of the industry which is carried on by fishing vessels of 10 tons or more, based on operations during 1953. Department of Transport records were used in this survey. An inter-departmental committee on unemployment insurance has been set up by the government to consider the results of these surveys but no specific recommendations have yet been made.

No major changes or extensions of coverage were made during the year to any of the employments or industries at present not covered. An increasing number of hospitals and charitable institutions, although not required to insure their employees, have insured certain groups or classes under the provision which allows them to elect to do so with the consent of the Commission. The Commission had previously reported that the extension of coverage to clerical and maintenance workers in hospitals and charitable institutions would be advantageous to these classes as they are generally insured when employed in industry.

Provincial employees are insured only with the concurrence of the government of the province for which they are working and at present all provinces, except Quebec, are insuring certain groups of employees. During the year, two provinces concurred in insuring additional classes of workers. Manitoba agreed to insure time certificate employees who present unemployment insurance books, with the exception of owner-drivers or owner-operators of equipment of any kind rented by the government. This extension was effective from June, 1954. New Brunswick concurred, as from April, 1954, in insuring employees in the engineering branch of the Department of Agriculture who do not come within the provisions of the Civil Service Act. In general, those who are insured by provincial governments are temporary or casual employees who were insured before becoming employed by the province and are thus enabled to continue their insurance without interruption or loss of potential benefit.

#### CONTRIBUTIONS DIVISION

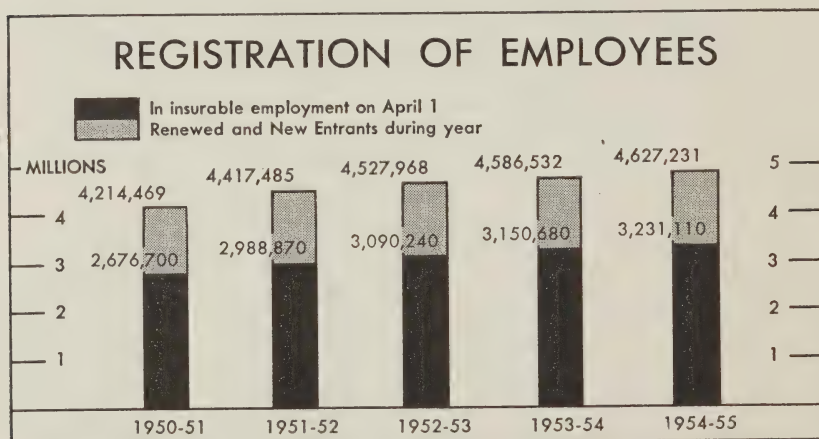
The contributions division determines the methods and procedures followed by employers in making contributions and

computes claims to determine the rate and duration of benefit. During the period under review, preliminary discussions and studies took place to determine new and better methods of making contributions.

The bulk payment method of making contributions still appears to be popular with the larger employers in Canada. During the year under review, the number of bulk payment permits issued rose to 3,334 from 3,069 in 1954.

A total of 1,409,396 initial claims were filed at local offices throughout Canada during 1954-55, which resulted in the highest volume of claims processed by the regional contributions' staffs since the inception of the Act. The busiest week was January 10, 1955, when 64,571 claims were processed as compared to the peak week in the previous year when 64,050 claims were handled.

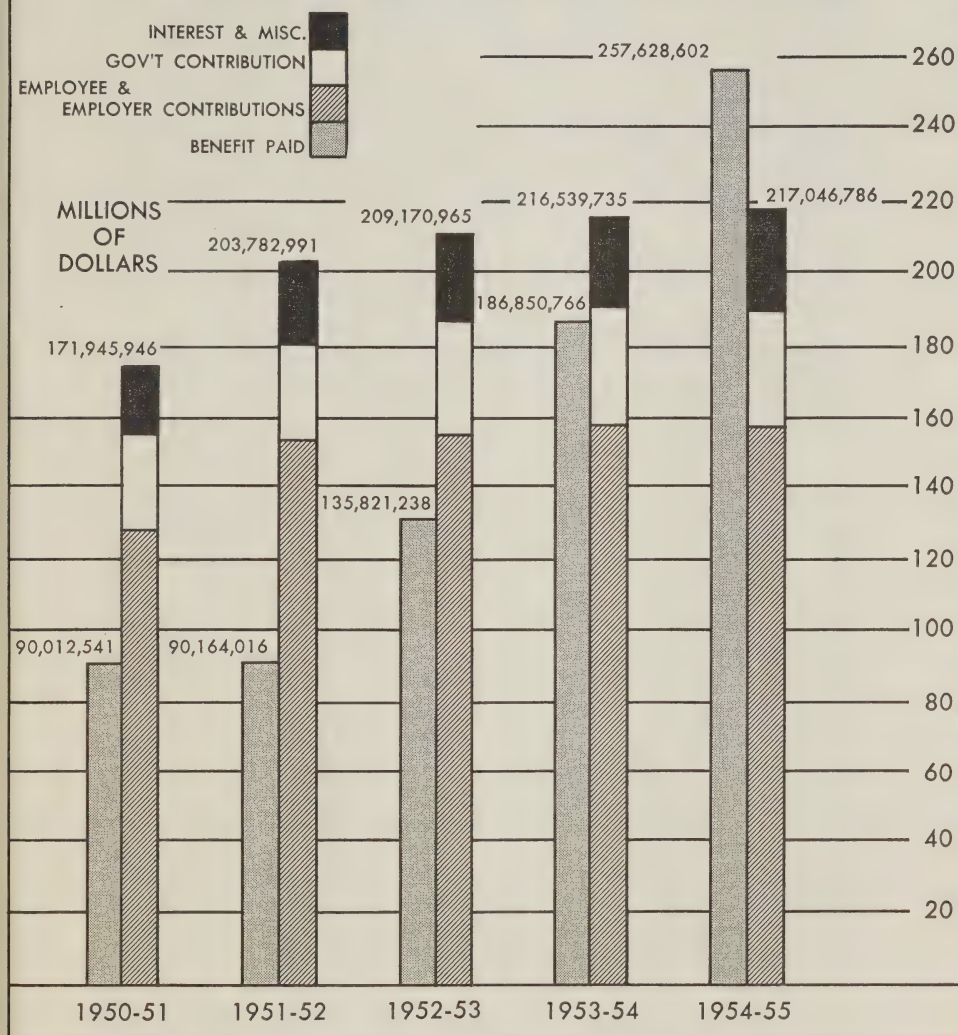
Registration of employees remained comparatively stable. The number of persons who were engaged in insurable employment at various times during the year ending March 31, 1955, was 4,627,231, compared to 4,586,532 in the year ending March 31, 1954, an increase of 40,699.



	April 1, 1954	April 1, 1955
Newfoundland	94,535	100,324
Prince Edward Island	15,551	15,385
Nova Scotia	161,131	162,906
New Brunswick	147,929	146,290
Quebec	1,361,749	1,362,482
Ontario	1,734,574	1,758,149
Manitoba	234,753	232,692
Saskatchewan	121,332	124,635
Alberta	293,582	304,272
British Columbia	421,396	420,096
<b>CANADA</b>	<b>4,586,532</b>	<b>4,627,231</b>



## THE UNEMPLOYMENT INSURANCE FUND ANNUAL REVENUE AND EXPENDITURE



Armed service contributions, which are made by the Department of Veterans Affairs in respect of veterans of the Korean theatre of operations, reached a new peak. During the year under review, \$1,713,462.58 was received in respect of veterans who served in the special and regular forces, as compared to \$619,903.95 during the previous year.

On the other hand, armed service contributions in respect of veterans of World War II are rapidly diminishing. During the fiscal year under review, \$274,859.95 was received in respect of these veterans as compared to \$331,480.01 in the previous fiscal year. The total amount collected from the Department of Veterans Affairs for World War II service is \$54,465,761.53.

As indicated in the Commission's Eleventh Annual Report, a master index of insured persons in Canada is maintained at the Commission's head office in Ottawa. During the year 1954, 344,486 new registrations were added to the master file. Every year brings its quota of changes of name of insured persons and difficulties in positively identifying insured persons. Much of the consequent delay at time of claim could be overcome by more care in transcribing insurance numbers and other informative details by employers and claimants.

Cross-references and adjustments made during the year numbered 105,805. In addition, 309,699 inquiries concerning insurance numbers and other matters pertaining to insured persons were handled by the master index.

#### AUDIT DIVISION

The Commission maintains a field audit staff to ensure that proper contributions are paid by employers. There are 34 district audit offices and under these there are 78 resident audit points.

During the year, the audit staff of 309 field auditors performed 199,920 routine audits, an average of 608 per auditor. As far as possible routine audits are performed on a geographical basis and procedures permit concentration on those employers whose past record indicates need for frequent review.

In addition to the routine audits, 25,605 special investigations were made, most of them at the instigation of local offices. Special investigations arise through complaints lodged by employees regarding non-payment of contributions, non-delivery of insurance books on separation, errors in coverage, and similar matters. The auditors investigate the circumstances in cases where the employee or the local office cannot resolve the difficulty themselves. Very often these investigations necessitate a thorough examination of the employer's records and are as time-consuming as many audits.

Employers subject to audit during the year increased to 315,332 from 299,965 during the previous year, so the number of employers per field auditor increased from 946 to 1,020.

Of the audits which disclosed arrears, the average amount established was \$29.63. Delinquency was discovered in 24.3 per cent of the audits performed as compared to 25.9 per cent in the previous year. Not all of the amounts established come about through deliberate evasion. Procrastination, error, and neglect continue to account for much of the delinquency that auditors dis-

cover. During the year, arrears of \$1,431,111.55 were added and \$1,422,032.66 was liquidated leaving an outstanding balance of \$118,455.92 at March 31, 1955. This increase of \$9,078.89 over the balance at March 31, 1954 is practically all accounted for by there being 131 more bankruptcy cases at March 31, 1955 than there were at the end of the previous year.

About 75 per cent of the amount established is collected by the auditor before he leaves the employer's premises and about 98.5 per cent is brought in before district audit office collection effort is exhausted. Contribution delinquencies as well as failures to keep records and failure to renew insurance books sometimes require court action. During the year, the auditors took part in 442 such cases.

In addition to their regular duties, the auditors often are called upon to conduct field surveys to provide the Commission with first-hand information on various matters. During the year, three such surveys were undertaken. The first was in the spring of 1954 and involved a study of the rate of turnover of employees of municipalities. Then came a survey of the fishing industry during the summer months. This was followed in February, 1955, with a study regarding certain phases of employer record-keeping and the frequency of pay periods. As well, the audit staff continued its year-end check of bulk payers in which comparison is made between remittances and contributions recorded.

## ADMINISTRATION

### LEGAL

During the year, the legal manual, which contains direction for the field in legal and enforcement matters, was rewritten. It is being held for release pending further revision necessitated by the proposed new Act which, at the end of the year under review, was ready for first reading in the House of Commons.

Commencing in December, the proposed new Act necessitated lengthy and detailed consultations by the Legal Adviser with other officers of the Commission and the parliamentary counsel. The Legal Adviser and members of the legal staff were also engaged for lengthy periods in committee work relating to the preparation of the new Act.

In the latter part of the year, the Regulations were rewritten and consolidated by the Legal Adviser pursuant to the Regulations Act. The consolidation, as prepared by the Legal Adviser, was approved by the Commission and the Governor in Council and became effective on publication in the Canada Gazette in January. The consolidation made several changes of a substantial nature, improved the language of the Regulations, re-arranged the sections, and clarified the text.



A substantial number of coverage matters were dealt with and 14 such cases were submitted by the legal branch to the Commission for decision. In two cases, the decision of the Commission was appealed to the Umpire and in both cases the decision of the Commission was upheld.

There was an increase in the number of applications for reinstatement in civil employment under the Reinstatement in Civil Employment Act as extended by the Veterans Benefit Act, 1954. Seventeen contentious cases were referred to the Legal Adviser and all were satisfactorily adjusted without the necessity of resorting to the penalty clause of the Act.

A large number of routine matters, including revision of forms, changes in procedure, submissions to the Treasury Board and to the Governor in Council, and amendments to the Special Orders of the Commission were dealt with during the year. In addition, directions were given to the regional legal officers in a wide variety of matters including the new criminal code, dismissals, appeals, sufficiency of evidence, and court procedure. Directions were also given in many enforcement cases involving employer infractions, dependency, married women, misrepresentations, and the interpretation and application of various Acts.

Prosecution proceedings under the Criminal Code were initiated and convictions were obtained in several cases involving defalcations by employees of the Commission. The legal branch also dealt with nine cases of alleged personal injuries sustained by claimants while in Commission offices and three automobile accidents involving Commission vehicles.

#### ENFORCEMENT STATISTICS

Appendix VII of this report gives a statistical summary of investigations conducted during the year by district investigators of the legal branch. Investigations totalled 42,519 as compared to 39,163 for the fiscal year 1953-54, an increase of 8.5 per cent. They embraced routine spot checks of postal and counter claimants to verify fulfilment of the statutory conditions, claimants believed to have made false statements to obtain benefit, applications for reinstatement in civil employment, and miscellaneous matters referred to investigators. Investigations of claimants believed to have made false statements to obtain benefit totalled 13,952 as compared with 10,323 such investigations in the preceding year, an increase of 35.1 per cent. Punitive disqualification under section 46(2) of the Act was imposed in 7,471 cases, in lieu of prosecution, as compared with 4,242 such disqualifications in the preceding year, an increase of 76.1 per cent.

Appendix VIII of this report gives a statistical summary for the year of criminal proceedings instituted against employers



and claimants for various infractions of the Act and Regulations. In the fiscal year 1953-54, prosecutions commenced against employers numbered 559, whereas in the fiscal year 1954-55, 442 such prosecutions were commenced, a decrease of 20.9 per cent. Prosecution proceedings against claimants for obtaining benefit through false statements totalled 1,208 as compared with 912 for the fiscal year 1953-54, an increase of 32.4 per cent.

During the year, 1,527 convictions were obtained, 10 actions were dismissed, and 88 actions were discontinued as compliance with the Act and Regulations had been obtained. Out of 1,537 cases that proceeded to trial, the percentage of acquittals was less than one per cent (.6 per cent). Out of 415 prosecutions of employers, only three acquittals were registered (.7 per cent) and out of 1,122 prosecutions of claimants only seven acquittals were registered (.6 per cent). On March 31, 1955, there were 284 cases awaiting hearing in the various courts across the country.

#### PUBLIC RELATIONS

The work of the public relations branch in keeping the public informed about the Commission's program and services continued throughout the fiscal year under review. With all levels of the UIC, from local office to head office, involved to some degree in public relations, emphasis remained on the key words—courtesy and service.

The monthly feature *Questions and Answers*, which deals with questions from the public concerning unemployment insurance and employment, continued to gain in popularity. At the end of the fiscal year, this feature was carried regularly in 31 English-language and three French-language periodicals, in 47 newspapers, both daily and weekly, and on three radio stations.

The program to combat seasonal unemployment was continued during the winter months and a well-balanced advertising and general publicity program played an important part in persuading the public to help put the unemployed to work by undertaking during the winter months jobs that are normally put off until spring. Local Employment Committees were particularly effective in promoting the success of this scheme.

A lengthy article, "The History Of Unemployment Insurance", was prepared by the public relations officer of the Ontario region. This was widely printed, both in Canada and the United States. It provides invaluable basic information for those interested in the background and development of unemployment insurance in Canada.

Among the more important press releases issued by the public relations branch was that dealing with the plans of the UIC to recruit workers for the St. Lawrence Seaway and Power Projects. A central employment branch was set up and staff of the

highest calibre engaged. With the co-operation of local offices, the central bureau will maintain a pool of manpower to serve the needs of seaway contractors.

In connection with the film *Everybody's Handicapped*, the public relations branch co-operated with those engaged in showing the film to selected audiences. A follow-up indicated that there was increased interest on the part of employers in employing handicapped workers as a result of these screenings.

A folder providing information on the nursing profession in Canada was produced during the fiscal year. It sets out, in concise form, legislation now in effect in various provinces respecting nurses, qualifications for registration, information on salaries, a list of the names and addresses of various provincial nurses' associations, and a summary of the facilities available at the NES offices of the Commission.

Press releases and other forms of publicity were issued in connection with the amendment to the Unemployment Insurance Act, which was effective January 10, 1955. The amendment had the effect of increasing the amount of supplementary benefit paid to claimants and extending the minimum period during which claimants might draw supplementary benefit.

#### STAFF

There was a very small increase in staff during the fiscal year, from 6,989 on March 31, 1954 to 7,080 on March 31, 1955. The staff at the latter date was distributed as follows:

Head Office.....	346
Pacific Region.....	857
Prairie Region.....	1,087
Ontario Region.....	2,094
Quebec Region.....	1,944
Atlantic Region.....	752

In addition, there were 1,646 casual employees on strength at March 31, 1955, to assist with the seasonal peak load of claims for unemployment insurance benefits.

Staff turnover (i.e., the net labour turnover rate) was 13.25 per cent during the fiscal year ending March 31, 1955, as compared to 15.7 per cent during the fiscal year ending March 31, 1954, and 16.1 per cent during the fiscal year ending March 31, 1953.

#### STAFF TRAINING

The major training activities during the year were the review and consolidation of the teaching of past years, and the development of new fields of learning and understanding for certain special operations.

The Art of Interviewing course was reviewed and evaluated. Because of the good results obtained, this course was placed on a continuing basis and is now being taught to all levels of staff throughout the organization.

The induction training program for newly appointed local office managers was evaluated. Results are encouraging and, while some amendments were required, the principles were regarded as sound.

The occupational classification program completed in 1953 was followed up and constantly reviewed throughout the year in order that all personnel involved in selective placement work will be fully competent to use the new occupational classification. This program will also be on a continuing basis.

Two new courses were undertaken to further the development and training of staff.

A four-week course was held at the University of Western Ontario, London, for 27 employees of special placements divisions across Canada and three employees of the Department of Veterans Affairs. The course was designed to further instruct these employees how handicapped people may be properly fitted into employment in spite of their handicaps. The course included 22 medical lectures covering some 30 subjects; seven non-medical lectures, including interviewing and testing techniques; and five visits to clinics either in hospitals or rehabilitation centres.

Follow-up material with visual aid is being prepared for the students to consolidate the knowledge gained at this course. This will enable them to absorb the learning and to pass on parts of the information to their co-workers.

A study was prepared and courses are being given to assist stenographers and typists in increasing typing skill and reducing errors. It is too early to evaluate this program to any extent, but trial runs in various parts of the country are encouraging. This will become a continuing course.

In the plans for the coming year, staff training will attempt to inaugurate a course to cover the development of employees who intend to make a career of their work in the Commission.

#### COMMISSION OFFICES

One additional full-time office and three additional branch offices were operated during the fiscal year 1954-55. The table below indicates that a total of 241 offices were in operation on March 31, 1955.

Year Ending	Regional Offices	District Offices	Local Offices		Agency	Itinerant Offices	Total Offices
			Regular	Branch			
Mar. 31/42	5	4	109	..	..	..	118
Mar. 31/43	5	4	195	11	..	..	215
Mar. 31/44	5	4	194	16	2	..	221
Mar. 31/45	5	5	191	24	2	62	289
Mar. 31/46	5	4	191	30	2	68	300
Mar. 31/47	5	4	187	26	2	93	317
Mar. 31/48	5	..	189	24	2	60	280
Mar. 31/49	5	..	178	40	2	70	295
Mar. 31/50	5	..	181	37	2	71	296
Mar. 31/51	5	..	181	35	2	64	287
Mar. 31/52	5	..	186	34	1	36	262
Mar. 31/53	5	..	188	34	1	21	247
Mar. 31/54	5	..	191	33	1	8	238
Mar. 31/55	5	..	192	35	1	8	241

## INSPECTION SERVICE

Subsequent to the recruitment and intensive training of inspection staff referred to in the previous report, there followed inspections of offices of all grades. This provided opportunity for continued on-the-job training for those inspectors originally engaged under the new inspection service. It is considered that the results accomplished by this new service have demonstrated the desirability of the new organization although full benefit will not be realized for another few years.

During the summer, the Director was granted leave of absence to undertake a special assignment with the League of Nations in Colombia, South America. Two new inspectors were recruited to fill vacant positions.

During the year a total of 63 inspections were made by head office inspectors, as follows:—

By Region	Made	Followed-up	By Grade	Made	LOs
Atlantic	10	6	Gr. 1A	2	6
Quebec	12	7	1	12	36
Ontario	29	27	2	20	68
Prairies	9	9	3	12	44
Pacific	3	3	4	7	21
			5	4	9
			6	3	4
			7	1	1
			8	1	1
			9	1	2
	63(x)	52			
				63	192

(x) Branches and sub-offices in addition—20

In addition to the above, the head office inspection service undertook special surveys at some 17 local offices from Fort



William to New Glasgow in connection with employment statistics. They also made two cash verifications.

The regional supervisory staff, under direction from head office, made the following cash verifications:—Atlantic, 4; Quebec, 16; Ontario, 26; Pariries, 5; and Pacific, 8.

### STANDARDS AND METHODS

This division carried on its main function of promoting and maintaining standard practices and procedures within the organization and devising routines to improve and simplify existing methods.

The work of reviewing instructions for adherence to established policies, editing and controlling the distribution of instructional material issued by the Commission, designing forms, planning office lay-outs, and handling suggestions submitted by members of the staff was continued. The number of suggestions reviewed, investigated, and recommended for acceptance or rejection was 625.

Throughout the year, special investigations and surveys were conducted in many offices of the Commission and recommendations submitted for the improvement in, and establishment of, various systems and procedures. Flow charting, task listing, and time studies were made for the purpose of simplifying office operations and establishing standards of work production. Basic formulae for the grading and staffing of offices were amended where necessary and data for the establishment of certain administrative standards were collected.

### PREMISES

The premises division was very active during the fiscal year under review as it is the policy of the Commission to provide the best accommodation possible.

Many sites were recommended to the Department of Public Works and 17 new premises were occupied. Additional space was obtained for offices and larger quarters were provided in seven new federal buildings.

Numerous alterations and renovations were made to existing offices, where revised lay-outs were planned and implemented.

Many of our offices, which are now located in inadequate rented quarters, were allocated larger accommodation in proposed federal buildings. In each case lay-outs were prepared and approved.

ADMINISTRATIVE COSTS OF THE UNEMPLOYMENT  
INSURANCE COMMISSION DURING THE PERIOD  
APRIL 1, 1954 TO MARCH 31, 1955

Salaries and Wages.....	\$22,626,907.23
Living and Other Allowances.....	17,494.36
Professional and Special Services.....	75,410.58
Commission to Post Office Department.....	726,938.66
Canadian Corps of Commissionnaires Services.....	155,881.74
Travelling and Removal Expenses.....	548,486.99
Freight Express and Cartage.....	92,202.99
Postage.....	664,870.17
Telephones, Telegrams and Other Communication Services..	296,631.73
Publication of Departmental Reports and Other Materials..	17,862.40
Films, Displays, Broadcasting, Advertising and Other Informational Materials.....	6,455.18
Office Stationery, Supplies, Equipment and Furnishings....	875,101.37
Unemployment Insurance Books.....	8,087.80
Unemployment Insurance Stamps.....	38,562.04
Materials and Supplies.....	62,971.32
Alterations, Maintenance and Repairs—Buildings.....	137,893.67
Rental of Office Accommodation.....	1,626,127.49
Acquisition of Equipment.....	9,816.33
Repairs and Upkeep of Equipment.....	3,675.49
Electricity, Heat and Water Rates.....	152,745.03
Unemployment Insurance Contributions.....	24,424.04
Umpire, National Advisory Committee, National, Regional and Local Employment Committees, and Courts of Referees.....	97,486.98
Rentals of Equipment.....	9.69
Sundries.....	2,522.02
	<hr/>
	\$28,268,565.30

## APPENDIX I

## LOCATION OF OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION

Head Office	—Ottawa, Ont.
Regional Offices	—Atlantic Region—Moncton, N.B.
	—Quebec “ —Montreal, Que.
	—Ontario “ —Toronto, Ont.
	—Prairie “ —Winnipeg, Man.
	—Pacific “ —Vancouver, B.C.

## NATIONAL EMPLOYMENT OFFICES

<b>Newfoundland</b> Corner Brook West Grand Falls †St. John's	<b>Quebec (Cont.)</b> †Grindstone (Magdalen Islands) †Hull †Joliette Jonquière Lachine Lachute La Malbaie La Tuque Lévis Longueuil Louiseville Magog Maniwaki Matane Mégantic Mont Laurier Montmagny Montmorency †*Montreal New Richmond Plessisville Port Alfred †Quebec Richmond Rimouski †Rivière-du-Loup Roberval †Rouyn Ste. Agathe des Monts Ste. Anne de Bellevue St. Georges Est St. Hyacinthe St. Jean St. Jérôme St. Joseph d'Alma Ste-Thérèse Sept Iles †Shawinigan Falls †Sherbrooke Thetford Mines †Trois Rivières Val d'Or Valleyfield Victoriaville	<b>Ontario (Cont.)</b> †Cornwall Dunnville Fort Erie Fort Frances †Fort William Galt Gananoque Goderich Guelph †Hamilton Hawkesbury Ingersoll Kapuskasing Kenora †Kingston Kirkland Lake †Kitchener Leamington Lindsay Listowel †London Midland Napanee Newmarket New Toronto Niagara Falls †North Bay Oakville †Orillia †Oshawa †Ottawa †Owen Sound Parry Sound Pembroke Perth †Peterborough Picton Port Arthur Port Colborne Port Hope Prescott Renfrew †St. Catharines St. Thomas Sarnia Sault Ste. Marie Simcoe Sioux Lookout Smiths Falls Stratford Sturgeon Falls Sudbury Tillsonburg Timmins †*Toronto Trenton Walkerton Wallaceburg Welland Weston	<b>Ontario (Cont.)</b> West Toronto †Windsor Woodstock  <b>Manitoba</b> †Brandon Dauphin Flin Flon Portage la Prairie St. Boniface Selkirk The Pas †*Winnipeg  <b>Saskatchewan</b> Estevan Moose Jaw North Battleford Prince Albert †Regina †Saskatoon Swift Current Weyburn Yorkton  <b>Alberta</b> Blairmore †Calgary Drumheller †Edmonton Edson Lethbridge Medicine Hat Red Deer  <b>British Columbia</b> Chilliwack Courtenay Cranbrook Dawson Creek Duncan Kamloops Kelowna Mission City Nanaimo †Nelson †New Westminster North Vancouver †Penticton Port Alberni Prince George †Prince Rupert Princeton Trail †*Vancouver Vernon †Victoria  <b>Yukon Territory</b> Whitehorse  <b>N. W. Territories</b> Yellowknife
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\*Both regional and local offices at these centres.

†Courts of referees appointed at these centres.

†Agency established at this centre.

Above list does not include 16 sub-offices and itinerant offices.

## APPENDIX II

## EMPLOYMENT OPERATIONS BY THE LOCAL OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION, APRIL 1, 1954 TO MARCH 31, 1955, BY PROVINCES

Province	Applications Registered	Vacancies Notified	Total Placements	Regular (1) Placements	Casual (2) Placements
Newfoundland . . . . . Male	43,827	4,089	2,780	2,566	214
Female	2,836	897	422	417	5
Total	46,663	4,986	3,202	2,983	219
Prince Edward Island . Male	9,699	3,800	3,102	2,449	653
Female	4,670	3,671	2,596	1,698	898
Total	14,369	7,471	5,698	4,147	1,551
Nova Scotia . . . . . Male	78,737	20,340	16,464	12,786	3,678
Female	22,885	11,111	8,359	5,502	2,857
Total	101,622	31,451	24,823	18,288	6,535
New Brunswick . . . . . Male	92,164	30,034	25,403	21,439	3,964
Female	21,354	8,282	6,122	4,175	1,947
Total	113,518	38,316	31,525	25,614	5,911
Quebec . . . . . Male	594,440	166,126	129,227	111,605	17,622
Female	209,792	101,324	70,740	50,794	19,946
Total	804,232	267,450	199,967	162,399	37,568
Ontario . . . . . Male	763,356	228,636	190,517	144,632	45,885
Female	304,408	134,014	97,712	73,407	24,305
Total	1,067,764	362,650	288,229	218,039	70,190
Manitoba . . . . . Male	101,577	33,666	27,266	20,179	7,087
Female	62,760	32,927	25,650	9,639	16,011
Total	164,337	66,593	52,916	29,818	23,098
Saskatchewan . . . . . Male	72,606	32,838	27,149	19,563	7,586
Female	29,673	15,075	10,523	7,962	2,561
Total	102,279	47,913	37,672	27,525	10,147
Alberta . . . . . Male	141,063	53,546	44,189	33,248	10,941
Female	54,582	32,534	22,210	16,361	5,849
Total	195,645	86,080	66,399	49,609	16,790
British Columbia . . . . . Male	263,169	76,936	68,057	47,275	20,782
Female	132,750	75,657	64,455	28,020	36,435
Total	395,919	152,593	132,512	75,295	57,217
Canada . . . . . Male	2,160,638	650,011	534,154	415,742	118,412
Female	845,710	415,492	308,789	197,975	110,814
Total	3,006,348	1,065,503	842,943	613,717	229,226
COMPARABLE TOTALS—					
1953-1954 . . . . . Male	2,046,513	794,657	641,798	526,871	114,927
Female	780,097	451,053	325,083	214,823	110,260
Total	2,826,610	1,245,710	966,881	741,694	225,187

(1) Includes Transfers — Out.

(2) Placements are termed "Casual" when the duration of the employment is six or less working days' duration.



## APPENDIX III

## EMPLOYMENT OPERATIONS BY THE LOCAL OFFICES OF THE UNEMPLOYMENT INSURANCE COMMISSION, APRIL 1, 1954 TO MARCH 31, 1955, BY REGIONS

Region	Applications Registered	Vacancies Notified	Total Placements	Regular (1) Placements	Casual <sup>1</sup> Placements
Atlantic.....					
Male	224,427	58,263	47,749	39,240	8,509
Female	51,745	23,961	17,499	11,792	5,707
Total	276,172	82,224	65,248	51,032	14,216
Quebec.....					
Male	594,440	166,126	129,227	111,605	17,622
Female	209,792	101,324	70,740	50,794	19,946
Total	804,232	267,450	199,967	162,399	37,568
Ontario.....					
Male	727,607	216,269	180,538	136,543	43,995
Female	297,678	130,681	95,163	71,234	23,929
Total	1,025,285	346,950	275,701	207,777	67,924
Prairie.....					
Male	353,824	133,694	109,785	82,262	27,523
Female	154,467	84,447	61,391	36,594	24,797
Total	508,291	218,141	171,176	118,856	52,320
Pacific.....					
Male	260,340	75,659	66,855	46,092	20,763
Female	132,028	75,079	63,996	27,561	36,435
Total	392,368	150,738	130,851	73,653	57,198
Canada.....					
Male	2,160,638	650,011	534,154	415,742	118,412
Female	845,710	415,492	308,789	197,975	110,814
Total	3,006,348	1,065,503	842,943	613,717	229,226
COMPARABLE TOTALS—					
1953-1954.....					
Male	2,046,513	794,657	641,798	526,871	114,927
Female	780,097	451,053	325,083	214,823	110,260
Total	2,826,610	1,245,710	966,881	741,694	225,187

(1) Includes Transfers — Out.



## APPENDIX V

GROSS AMOUNT OF BENEFIT PAID, REASONS FOR CLAIMS DISALLOWED, AND DISQUALIFIED, AND  
NUMBER OF INTERSTATE CLAIMS DURING THE YEAR 1954-1955, BY PROVINCES

	Total	Newfoundland	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
<b>*REGULAR BENEFIT PAID TO CLAIMANTS:</b>											
From April 1, 1954 to March 31, 1955.....	\$232,924,254	\$6,557,437	\$1,087,969	\$10,415,975	\$9,716,862	\$75,636,975	\$80,492,510	\$9,795,221	\$5,752,887	\$10,811,701	\$22,656,717
<b>*SUPPLEMENTARY BENEFIT PAID TO CLAIMANTS:</b>											
From April 1, 1954 to March 31, 1955.....	24,873,434	974,728	195,995	1,266,024	1,427,951	7,926,545	7,192,922	1,404,465	876,457	1,144,208	2,464,139
Total.....	\$257,797,688	\$7,532,165	\$1,283,964	\$11,681,999	\$11,144,813	\$83,563,520	\$87,685,432	\$11,199,686	\$6,629,344	\$11,955,909	\$25,120,856
<b>REASONS FOR REGULAR CLAIMS DISALLOWED:</b>											
Not 180 days.....	218,765	8,312	1,226	9,092	12,431	69,806	66,064	10,123	6,834	11,857	23,020
Not 60 or 45 days.....	221,821	9,696	1,807	10,816	13,373	72,695	63,492	10,816	7,824	10,406	20,896
Total.....	440,586	18,008	3,033	19,908	25,804	142,501	129,556	20,939	14,658	22,263	43,916
<b>REASONS FOR DISQUALIFICATION:</b>											
Not Unemployed—Disqual—6 days or less.....	30,222	442	42	1,036	374	13,736	9,816	1,158	364	1,075	2,179
Not Unemployed—Disqual more than 6 days.....	19,710	315	92	633	620	5,349	9,213	608	561	1,577	1,461
Not capable of work.....	5,970	159	34	344	257	1,717	1,892	168	95	291	1,013
Not available for work.....	23,771	401	77	991	872	8,651	7,784	1,445	545	1,288	1,717
Loss of work due to labour dispute.....	7,000	9	1	686	11	792	4,480	56	33	181	751
Neglect of offer of work.....	9,947	78	35	619	599	3,743	2,556	439	424	458	996
Neglect of opportunity for work.....	1,315	1	1	113	46	370	414	62	35	46	228
Failure to carry out written direction.....	728	—	—	78	67	149	234	109	8	57	25
Non-attendance at course of instruction.....	65	—	—	8	2	23	15	2	1	10	4
Employment lost by own misconduct.....	10,019	76	29	496	267	3,737	3,577	331	157	489	810
Voluntary leaving without just cause.....	63,128	1,780	331	2,775	2,467	20,547	16,949	2,994	1,445	4,017	9,823
Inmate of prison or resident outside of Canada.....	51	—	—	8	1	14	14	—	—	5	8
Failure to lodge insurance book, etc.....	17,128	485	69	604	440	4,748	6,034	1,039	674	1,040	1,995
Seasonal employment.....	6,458	378	18	125	562	4,661	6,27	10	27	20	30
Misrepresentation.....	10,439	257	30	268	247	5,239	3,490	236	166	215	291
Married women.....	16,351	172	68	728	525	4,888	5,457	1,019	596	1,086	1,812
Other.....	33	—	—	1	—	—	26	—	—	—	6
Total.....	222,335	4,553	827	9,513	7,357	78,414	72,578	9,677	5,131	11,136	23,149
<b>INTERSTATE CLAIMS:</b>											
Claims filed in Canada by U.S.A. claimants.....	1,757	8	2	66	42	740	438	60	17	56	328
Claims filed in U.S.A. by Canadian claimants.....	1,454	10	1	27	34	263	531	108	28	88	364

\*The figures for benefit paid do not agree with amounts shown on the Statement of Revenue and Expenditure because of year-end adjustments.  
 †268,458 of the claimants qualified for supplementary benefit, and 64,949 later qualified for regular benefit.

APPENDIX VI  
NUMBER OF "ACTIVE" CLAIMANTS ON THE LAST DAY OF EACH MONTH—1954-1955

Provinces	April 1954	May	June	July	August	September	October	November	December	January 1955	February	March
Newfoundland.....	1. 13,064 2. 154 3. — 4. —	7,889 — — (25)	4,975 86 — (21)	3,831 94 — —	3,256 109 — —	2,827 84 — (16)	3,009 120 — (15)	5,354 91 — (10)	10,180 218 417 (16)	14,533 327 1,238 (27)	16,183 271 3,013 (21)	13,957 401 5,639 (27)
Prince Edward Island.....	1. 1,433 2. 5 3. — 4. —	832 — — (13)	692 5 — (8)	690 7 — (11)	641 11 — (9)	623 13 — (10)	668 13 — (8)	1,273 6 — (10)	2,394 176 — (10)	3,034 20 576 (14)	2,899 20 1,173 (18)	2,157 22 1,533 (12)
Nova Scotia.....	1. 14,430 2. 2,433 3. — 4. —	10,373 2,854 — (146)	8,339 1,906 — (137)	8,436 2,618 — (124)	8,137 3,934 — (122)	8,599 2,046 — (125)	9,900 1,580 — (110)	11,941 2,181 — (128)	17,334 2,509 3,833 (120)	19,784 5,655 6,321 (134)	19,244 4,137 7,334 (177)	16,501 3,685 6,321 (191)
New Brunswick.....	1. 18,651 2. 906 3. — 4. —	12,707 787 — (110)	8,980 526 — (115)	7,522 398 — (79)	7,514 425 — (85)	7,432 413 — (72)	8,397 408 — (84)	11,544 797 — (82)	17,168 1,431 989 (65)	21,797 1,268 3,911 (105)	20,420 1,602 8,018 (149)	18,297 1,682 10,652 (155)
Quebec.....	1. 120,526 2. 13,704 3. — 4. —	85,085 15,687 — (199)	67,246 15,504 — (193)	61,148 14,646 — (134)	57,016 9,445 — (1,043)	56,632 8,768 — (1,035)	63,995 9,816 — (1,010)	81,393 13,227 17,071 (1,053)	125,488 11,451 9,535 (1,113)	145,739 11,432 26,647 (1,410)	154,386 11,956 42,759 (1,767)	149,473 11,956 52,670 (1,882)
Ontario.....	1. 98,850 2. 17,214 3. — 4. —	79,682 20,780 — (969)	70,026 22,102 — (993)	74,451 17,024 — (944)	82,456 12,804 — (946)	77,718 11,310 — (928)	80,364 12,336 — (980)	96,532 13,593 — (972)	128,220 10,725 (966)	143,494 17,232 37,931 (1,312)	133,068 16,432 79,931 (1,564)	118,826 16,432 42,204 (1,576)
Manitoba.....	1. 15,276 2. 691 3. — 4. —	11,430 753 — (197)	8,391 613 — (186)	7,004 452 — (178)	6,549 387 — (150)	6,828 532 — (148)	9,107 591 — (150)	13,664 751 — (171)	19,647 2,254 (208)	22,485 933 5,184 (230)	20,708 1,128 7,960 (287)	17,861 1,168 8,985 (302)
Saskatchewan.....	1. 6,976 2. 146 3. — 4. —	3,592 106 — (58)	2,790 81 — (61)	2,204 58 — (41)	2,296 52 — (32)	2,747 61 — (30)	3,782 46 — (38)	7,370 111 — (54)	13,693 93 901 (64)	16,159 261 2,981 (93)	15,488 398 5,155 (125)	13,417 514 6,170 (129)
Alberta.....	1. 17,049 2. 3,696 3. — 4. —	11,699 3,018 — (105)	8,629 3,325 — (135)	6,876 3,167 — (123)	6,718 3,143 — (100)	6,589 2,687 — (102)	7,183 1,490 — (74)	11,795 2,046 — (79)	18,534 2,085 1,343 (92)	23,167 2,681 4,097 (126)	23,421 3,920 6,197 (189)	21,799 3,458 8,124 (201)
British Columbia.....	1. 30,428 2. 1,622 3. — 4. —	24,466 1,288 — (312)	19,463 1,265 — (256)	16,751 990 — (214)	16,675 1,276 — (224)	17,750 758 — (215)	22,684 866 — (232)	33,546 1,120 — (237)	48,172 2,371 3,623 (257)	49,554 1,798 8,725 (312)	41,939 2,508 12,303 (362)	34,423 2,572 13,868 (422)
TOTAL.....	1. 336,683 2. 40,571 3. — 4. —	247,755 45,412 — (3,130)	199,531 45,413 — (3,105)	188,913 39,514 — (2,864)	191,258 31,586 — (2,726)	187,745 26,672 — (2,651)	209,099 27,266 — (2,701)	274,462 32,147 — (2,791)	400,830 47,489 30,940 (2,911)	459,746 41,482 83,620 (3,757)	447,756 41,115 130,830 (4,697)	406,651 41,890 156,639 (4,897)



## APPENDIX VII

## INVESTIGATION STATISTICS FISCAL YEAR 1954-55

REGION	INVESTIGATIONS COMPLETED				
D.I.'s Reporting	Suspected False Statements	Spot Check and Misc.	Total	Average Inv's. Per D. I.	Punitive Action Disqualification 46(2)
Atlantic..... (7)	1,347	3,572	4,919	702.7	755
Quebec..... (16)	5,992	9,163	15,155	947.2	3,989
Ontario..... (13)	4,237	9,267	13,504	1038.8	1,975
Prairie..... (8)	1,406	3,886	5,292	661.5	505
Pacific..... (6)	970	2,679	3,649	608.2	247
Totals..... (50)	13,952	28,567	42,519	850.4	7,471

## APPENDIX VIII

LEGAL PROCEEDINGS INSTITUTED UNDER THE UNEMPLOYMENT  
INSURANCE ACT AND THE UNEMPLOYMENT INSURANCE  
COMMISSION REGULATIONS

Fiscal Year 1954-55

Nature of Proceedings	Carried over 1953-54	Com-menced Current Fiscal Year	Total Dealt with in Fiscal Year	Con-victions	With-drawals	Acquit-tals	Awaiting Result of Trials
Proceedings against employers for infractions of the Act and Regulations..	60	442	502	412	31	3	56
Proceedings against claimants for obtaining benefit through false statements..	199	1,208	1,407	1,115	57	7	228
Totals.....	259	1,650	1,909	1,527	88	10	284

## APPENDIX IX

## UNEMPLOYMENT INSURANCE FUND

## BALANCE SHEET

AS AT MARCH 31, 1955

## ASSETS

Cash on deposit with Receiver General.....	\$ 3,988,215.46
Amount on deposit with chartered banks for benefit warrant settlements.....	825,012.92
Advances to local offices for payment of benefit by cash.....	2,985,539.85

## Investments:

Government of Canada and Canadian National Railways Bonds at cost (par value \$840,448,000.00).....	\$835,482,283.13	
<i>Deduct:</i> Amortization of premium less accumulation of discount.....	2,788,661.74	
Book Value.....	832,693,621.39	
Accrued interest on investments.....	6,643,377.71	
		839,336,999.10
		<u>\$847,135,767.33</u>

## LIABILITIES

## Unredeemed Benefit Warrants:

Unemployment Insurance.....	\$ 4,876,941.42	
War Veterans Allowance.....	3,972.67	\$ 4,880,914.09

## Deposits:

From employers under Bulk Payment Method.....	1,521,588.63	
Advance for War Veterans' Allowances.....	40,947.84	1,562,536.47

## Balance at Credit of Fund:

Balance at March 31, 1954.....	881,274,133.34	
<i>Deduct:</i> Excess of Expenditure over Revenue for period April 1, 1954, to March 31, 1955.....	40,581,816.57	
		840,692,316.77
		<u>\$847,135,767.33</u>

*Note:* This balance sheet will not agree with the balance sheet included in the Public Accounts 1954-55, as it includes certain transactions during April 1954 applicable to the fiscal year 1953-54 and does not include certain transactions during April 1955 applicable to the fiscal year 1954-55.

## APPENDIX X

UNEMPLOYMENT INSURANCE FUND  
STATEMENT OF REVENUE AND EXPENDITURE FOR  
THE PERIOD APRIL 1, 1954 TO MARCH 31, 1955

## REVENUE

## Contributions:

## Employers and Employees—

Stamp Method.....	\$73,262,482.44
Meter Method.....	18,547,705.72
Bulk Payment Method.....	65,061,798.72

## Department of Veterans Affairs:

Armed Services.... \$274,859.95

Special Forces..... 36,648.96

Regular Forces..... 1,676,813.62

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1,988,322.53

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\$158,860,309.41

Government of Canada..... 31,771,740.43

Fines Received..... 36,787.72

## Income from Investments:

Net interest earned after provision for amortization of  
premium and accumulation of discount, etc.....

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26,378,268.64

---

\$217,047,106.20

Less: Adjustment of reimbursement to the U.I. Fund on account of Supplemen-  
tary Benefits Classes 3 and 4.....

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320.65

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\$217,046,785.55

Excess of Expenditure over Revenue..... 40,581,816.57

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\$257,628,602.12

## EXPENDITURE

## Benefit Payments:

Ordinary..... \$232,757,808.10

## Supplementary—

Classes 1 and 2..... \$24,870,912.62

Less: Classes 3 and 4..... 118.60

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24,870,794.02

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\$257,628,602.12







OTTAWA  
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